Supreme Court, U.S.
FILED

97 743 OCT 28 1997

OFFICE OF THE CLERK

IN THE SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1997

James R. King,

Appellant,

vs.

State Board of Elections, *et al.*

Appellees.

ON APPEAL FROM THE UNITED STATES DISTRICT COURT FOR THE NORTHERN DISTRICT OF ILLINOIS

APPENDIX TO JURISDICTIONAL STATEMENT

James C. Ten Broeck, Jr.
Counsel of Record
536 West Erie Street
Suite 200
Chicago, Illinois 60610
(312) 337-9639

Of Counsel:
Douglas E. Markham
333 Clay
Suite 4510
P.O. Box 130923
Houston, Texas 77219

Joseph A. Morris
The Lincoln Legal Foundation
100 West Monroe Street
Suite 1600
Chicago, Illinois 60603

11288 flo

TABLE OF CONTENTS

NOTICE OF APPEAL 1

OUTLINE OF OPINION 1 3

MEMORANDUM OPINION AND ORDER, DATED MARCH 7, 1996 4

OUTLINE OF OPINION 2 59

MEMORANDUM OPINION AND ORDER, DATED AUGUST 1, 1997 60

VOTING RIGHTS ACT OF 1965, SECTIONS 2A AND 2B 75

10 ILCS 5/11-2, COUNTY BOARD TO FIX PRECINCTS AND PLACES OF ELECTION—LIST OF PRECINCTS—ELECTIONS FOR JUDGES 76

SECRET BALLOT LAW - PART 9.1 VOTER'S PRIVILEGE .. 81

EXCERPT TEXT OF DIRECT EXAMINATION TESTIMONY OF PLAINTIFF'S WITNESS, CHRISTOPHER J. CLEVELAND 82

HISPANIC POPULATION IN THE TOWNSHIPS OF THE "WESTERN CONNECTOR" (EXCERPT FROM DEFENDANT EXHIBIT D-I 2) 83

EXCERPT AFFIDAVIT TESTIMONY OF ORESTES AGUILLON, PLAINTIFF'S EXHIBIT 9 84

EXCERPT FROM THE REPORT OF CHRISTOPHER CLEVELAND ON SPLIT POLITICAL SUBDIVISIONS ... 86

PERCENTAGE OF POPULATION IN SPLIT PRECINCTS PLAINTIFF'S EXHIBIT 53 87

TESTIMONY OF PLAINTIFF'S WITNESS, MANUEL TORRES 88

EXCERPT TEXT OF CROSS EXAMINATION TESTIMONY OF DEFENSE WITNESS JAMES LEWIS 89

EXCERPT FROM PLAINTIFF'S EXHIBIT 57 90

EXCERPT FROM THE REPORT OF CHRISTOPHER CLEVELAND ON CITIZENSHIP 91

TESTIMONY OF CHRISTOPHER CLEVELAND ON CITIZENSHIP 93

EXCERPT FROM PLAINTIFF'S EXHIBIT 56 - LATINO INSTITUTE INFORMATION ON CITIZENSHIP 94

EXCERPT FROM PLAINTIFF'S EXHIBIT 30, PERCENT OF HISPANICS WHO ARE CITIZENS 95

EXCERPT FROM DEFENDANT INTERVENORS EXHIBIT 22, AL FILO, PAGE 10 96

EXCERPT FROM DEFENDANT INTERVENORS EXHIBIT 55, PAGE 102 97

EXCERPT FROM DR. D. GARTH TAYLOR'S REPORT - DEFENDANT INTERVENOR EXHIBIT 6 PAGE 8-9 98

EXCERPT FROM DR. D. GARTH TAYLOR'S REPORT - DEFENDANT INTERVENOR EXHIBIT 6 99

PLAINTIFF'S EXHIBIT 29, MAP OF THE POPULATION BETWEEN THE "ISLANDS" OF HISPANIC POPULATION 100

EXCERPT FROM THE REPORT OF CHRISTOPHER CLEVELAND ON COMPACTNESS 101

ADDITIONAL TRIAL BRIEF OF PLAINTIFF 102

EXCERPT AFFIDAVIT TESTIMONY OF ROBERT J. SAWICKI 109

"MIDDLE CONNECTOR" MAP I, ATTACHMENT TO AFFIDAVIT OF ORESTES AGUILLON 111

"MIDDLE CONNECTOR" MAP II, ATTACHMENT TO AFFIDAVIT OF ORESTES AGUILLON 112

IN THE UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ILLINOIS
EASTERN DIVISION

JAMES R. KING,	)	
	)	
Plaintiff,	)	
	)	
v.	)	95 C 827
	)	
STATE BOARD OF ELECTIONS, DAVID E. MURRAY, LAWRENCE E. JOHNSON, HANNELORE HUISMAN, JUDITH JONES, LANGDON D. NEAL, THERESA M. PETRONE, and WANDA REDNOUR,	)	
	)	
Defendants,	)	
	)	
and	)	
	)	Hon. Michael S. Kanne
UNITED STATES OF AMERICA, BOBBY RUSH, TIMUEL BLACK, AL JOHNSON, ELVIRA CARRIZALES, NEOMI HERNANDEZ, and THE CHICAGO URBAN LEAGUE,	)	Hon. Charles R. Norgle, Sr. Hon. David H. Coar
	)	
Defendant Intervenors.	)	

RECEIVED AUGUST 29, 1997
MICHAEL W. DOBBINS
CLERK, U.S. DISTRICT COURT

NOTICE OF APPEAL TO THE SUPREME COURT
OF THE UNITED STATES

Notice is hereby given that JAMES R. KING, the Plaintiff in the above referenced matter, hereby appeals to the Supreme Court of the

Outline of Opinion in
King v. State Board of Elections et al.
Dated March 7, 1996

I. Relevant Procedural History 6
A. Standards Governing the *Hastert* court's Findings of Fact ... 7
1.Rule 60(b) 7
2.Conditional Judicial Notice 12
B. Standard of Review of the *Hastert* court's Conclusions of ..... Law 16

II. The Hastert Court's Decision 17
A. The Court's Constitutional Analysis 20
B. The Court's Section 2 Voting Rights Act Analysis 22

III. King's Constitutional Challenge of the *Hastert* Court's ..... Decision 24
A. Standards for Equal Protection Clause Analysis of Redistricting Plan 27
1. Determining the Role of Race in the Redistricting Plan ... 28
2. Strict Scrutiny 30
3. Subjecting a Court's Redistricting Order to Strict Scrutiny 32
B. Racial Considerations Predominated in Configuring the ..... Fourth Congressional District 37
1. The Unique Process of Selecting a Redistricting Plan 38
2. The Bizarrely Drawn District 39
3. The Lack of Findings of Fact by the Hastert *Court* 39
4. Application 40

IV. Strict Scrutiny 46
A. Whether the *Hastert* Court's Section 2 Finding Was Clear ..... Error 47
B. Whether Remedying a Section 2 Violation is a Compelling .... State Interest 53
C. The Court-Ordered Redistricting Plan is Narrowly Tailored 56

IN THE UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ILLINOIS
EASTERN DIVISION

JAMES R. KING,	)	
	)	
Plaintiff,	)	
	)	
v.	)	95 C 827
	)	
STATE BOARD OF ELECTIONS, DAVID E. MURRAY, LAWRENCE E. JOHNSON, HANNELORE HUISMAN, JUDITH JONES, LANGDON D. NEAL, THERESA M. PETRONE, and WANDA REDNOUR,	)	
	)	
Defendants,	)	
	)	
and	)	
	)	Hon. Michael S. Kanne
UNITED STATES OF AMERICA, BOBBY RUSH, TIMUEL BLACK, AL JOHNSON, ELVIRA CARRIZALES, NEOMI HERNANDEZ, and THE CHICAGO URBAN LEAGUE,	)	Hon. Charles R. Norgle, Sr. Hon. David H. Coar Dated: March 7, 1996
	)	
Defendant Intervenors.	)	

MEMORANDUM OPINION AND ORDER

Plaintiff, James R. King ("King"), claims that the configuration of the Illinois Fourth Congressional District violates the Fourteenth Amendment. To address this claim, this court must review the history

of the current district map and resolve the unusual procedural issues that accompany King's lawsuit.

Because the Illinois General Assembly failed to reapportion Illinois' legislative districts following the issuance of the 1990 census report, that task fell to an earlier panel of this court by default.[1] *See Hastert v. State Bd. of Elections*, 777 F. Supp. 634, 641 (N.D. Ill. 1991) (hereinafter "*Hastert*"). On November 6, 1991, the *Hastert* court issued an order reapportioning Illinois' twenty (20) congressional seats. Through this order, the *Hastert* court created a "majority-minority" Hispanic congressional district for the first time in Illinois history. The situs of this Hispanic majority district is Illinois' Fourth Congressional District, which is located in Cook County and the City of Chicago.[2] Since November 6, 1991, the United States Supreme Court has issued two course-altering opinions concerning congressional reapportionment and the Equal Protection Clause of the Fourteenth Amendment. *See Shaw v. Reno*, ___ U.S. ___, 113 S. Ct. 2816 (1993); *Miller v. Johnson*, ___ U.S. ___, 115 S. Ct. 2475 (1995). In addition, two congressional elections have been held; in both elections, the electorate of the Fourth Congressional District sent a Hispanic representative to Congress.

In February 1995, King, a resident of the Fourth Congressional District, filed the instant lawsuit challenging the constitutionality of the Hispanic majority district adopted in *Hastert*.[3] King contends that the borders of the Fourth Congressional District were drawn predominately on the basis of race and without a compelling state interest to justify this racially-based classification. He also opposes the district's current configuration on moral grounds. King thus argues that the configuration of the Fourth Congressional District approved

---

1 Article 4, §3(b) of the Illinois Constitution provides in pertinent part:

> In the year following each Federal decennial census year, the General Assembly shall redistrict the Legislative Districts . . . [by] June 30 of that year . . . .

2 A map of the Fourth Congressional District is attached as Appendix Exhibit A.

3 William J. Kelly and PAC for Middle America originally joined King as plaintiffs in this lawsuit. Kelly, a resident of Illinois' First Congressional District, challenged the *Hastert* court's reapportionment of the First Congressional District -- a "super-majority" African-American congressional district -- on the same grounds that King challenges the reapportionment of the Fourth Congressional District. Kelly and PAC for Middle America voluntarily dismissed their claims several months prior to trial.

in *Hastert* violates the Equal Protection Clause of the Fourteenth Amendment. King's lawsuit compels this court to again enter the thicket of congressional redistricting. *See Hastert*, 777 F. Supp. at 641 (citation omitted). More specifically, this court must determine whether the *court-ordered* Hispanic majority district adopted in *Hastert* passes constitutional muster under the Supreme Court's most recent equal protection jurisprudence.

I. Relevant Procedural History

Following the filing of King's lawsuit, this court permitted Congressman Bobby Rush (Dem.-IL, 1st Dist.), Timuel Black, Al Johnson, Elvira Carrizales, Neomi Hernandez, the Chicago Urban League, and the United States Department of Justice ("DOJ") to intervene as defendants under Federal Rules of Civil Procedure 24(a) and (b).[4] In addition, the court permitted the Democratic National Committee to participate *amicus curiae*.

On August 15, 1995, King filed a motion for a preliminary injunction seeking to enjoin the Illinois Congressional primary and general elections presently scheduled for March 19, 1996, and November 5, 1996, respectively. King predicated his request for a preliminary injunction on the alleged constitutional deprivation articulated in his complaint; namely, that the *Hastert* court's configuration of the Fourth Congressional District on the basis of race violated his rights under the Fourteenth Amendment to participate in a "color-blind election process." Pursuant to Rule 65(a)(2), this court consolidated the hearing on King's preliminary injunction motion with the three day trial conducted December 13-15, 1995, on the merits of King's complaint. *See Fed. R. Civ. P. 65(a)(2)*. Since many of the arguments advanced at trial by King either directly or indirectly challenged or implicated factual findings and legal conclusions made by the *Hastert* court, this court first had to resolve several procedural issues concerning the relationship between this litigation and the *Hastert* litigation. Two issues predominated: first, whether and to what extent the parties are bound by the *Hastert* court's findings of fact; and second, the standard by which this court would review the *Hastert*

---

4 *See Pac for Middle America v. State Board of Elections*, No. 95 C 827, 1995 WL 571893 (N.D. Ill. Sept. 20, 1995) (three judge panel); Minute Order dated Nov. 8, 1995. Rush, Johnson, Hernandez, and the Chicago Urban League all participated in the *Hastert* litigation.

court's conclusions of law.

A.Standards Governing the *Hastert* court's Findings of Fact

1.Rule 60(b)

Defendant State Board of Elections ("SBOE") and defendant-intervenor DOJ argued that King's lawsuit should be considered an attempt to modify or vacate the *Hastert* court's reapportionment order since it essentially attacked the factual findings and legal conclusions of the *Hastert* opinion. Based upon this characterization, the SBOE and DOJ maintained that King's lawsuit should have been transferred to the *Hastert* panel pursuant to Local General Rule 2.21D(8).[5] If the case had been transferred, King would have had to petition the *Hastert* court to reopen those proceedings and permit him to intervene. The *Hastert* court, in turn, would have considered King's challenges to its November 1991 reapportionment order under Rule 60(b)(5) or (b)(6).[6] Proceeding under Rule 60(b) would have been a daunting task, since "relief from a judgment under Rule 60(b) is an extraordinary

---

5 The Honorable Michael S. Kanne, Charles R. Norgle, Sr., and Suzanne B. Conlon presided over the *Hastert* litigation. Local General Rule 2.21D provides:

Direct Assignment of Cases to the Calendar of a Judge

In each of the following instances, the assignment clerk shall assign the case to a judge in the manner specified:

***

g(8) *Cases filed to enforce, modify, or vacate judgment*

Proceedings to enforce, modify, or vacate a judgment should be brought within the case in which the judgment was entered. If a separate case is filed for the purpose of enforcing, modifying, or vacating a judgment entered in a case previously filed in this District, the case shall be assigned directly to the judge to whom the earlier case was assigned.

6 Rule 60(b) provides in pertinent part:

On motion and upon such terms as are just, the court may relieve a party or a party's legal representative from a final judgment, order, or proceeding for the following reasons: . . . (5) the judgment has been satisfied, released, or discharged, or a prior judgment upon which it is based has been reversed or otherwise vacated, or it is no longer equitable that the judgment should have prospective application; or (6) any other reason justifying relief from the operation of the judgment . . . .

Fed. R. Civ. P. 60(b)(5), (b)(6). Rule 60(b) also provides that a court may "entertain an independent action to relieve a party from a judgment, order or proceeding." Resort to an independent action -- an action in equity to obtain relief from a judgment -- may only be had rarely and under exceptional circumstances. *11 Wright & Miller, Federal Practice and Procedure: Civil.2d §2868*, at 397-98

remedy reserved for the exceptional case."[7] *See Camp v. Gregory*, 67 F.3d 1286, 1290 (7th Cir. 1995).

This court, which includes two of the three judges who presided

---

(1995). An independent action in equity has the following "indispensable" elements:

> (1) a judgment which ought not, in equity and good conscience, to be enforced; (2) a good defense to the alleged cause of action on which the judgment is founded; (3) fraud, accident, or mistake which prevented the defendant in the judgment from obtaining the benefit of his defense; (4) the absence of fault or negligence on the part of the defendant; and (5) the absence of any adequate remedy at law.

Id. at 397 & n.5 (citations omitted). King's action does not contain all of these indispensable elements and thus cannot be characterized as an independent action in equity. *See, e.g., Rader v. Cliburn*, 476 F.2d 182, 184 (6th Cir. 1973) (lawsuit which alleged that a federal judge failed to consider a relevant state statute when he ordered the reapportionment of the Macon County, Tennessee's Board of Education Districts two years earlier was not a case of unusual or exceptional circumstances meriting relief as an independent suit in equity).

7 Federal Rules of Civil Procedure 59(e) and 60(b) both govern post-judgment motions attacking the merits of a district court's decisions. *See Russell v. Delco Remy Div. of Gen. Motors*, 51 F.3d 746, 749 (7th Cir. 1995). Motions for Reconsideration under Rule 59(e) permit a court to "correct manifest errors of law or fact or to present newly discovered evidence." *Id.* (*citing Bank of Waunakee v. Rochester Cheese Sales, Inc.*, 906 F.2d 1185, 1191 (7th Cir. 1990)); *Keene Corp. v. International Fidelity Ins. Co.*, 561 F. Supp. 656, 665-66 (N.D. Ill. 1982), *aff'd* 736 F.2d 388 (7th Cir. 1984). In addition, a motion for reconsideration is appropriate where a controlling or significant change in the law or facts has occurred since the issue was submitted to the court. *Waunakee*, 906 F.2d at 1191 (citation omitted). The Rule permits a court to correct its own errors, thereby avoiding the expenses and burdens of an appeal. *Russell*, 51 F.3d at 749. A Rule 59(e) motion must be filed within ten (10) days of the judgment. *Fed. R. Civ. P. 59(e)*; *Russell*, 51 F.3d at 749; *Helms v. Resolution Trust Corp.*, 43 F.3d 1163, 1166-67 (7th Cir. 1995) (a motion to alter or amend a judgment served more than ten days after a final judgment is treated as a Rule 60(b) motion).

Rule 60(b) "enables a court to grant relief from a judgment under the particular circumstances listed in the text of the rule." *Russell*, 51 F.3d at 749. It was designed to "address mistakes attributable to special circumstances and not merely to erroneous applications of law." *Id.* It affords extraordinary relief and is application is limited to extraordinary circumstances. *Id.*; *Harold Washington Party v. Cook Co., Ill. Democratic Party*, 984 F.2d 875, 879 (7th Cir.), *cert. denied* ___ U.S. ___, 114 S. Ct. 86 (1993); *Bally Export Corp. v. Balicar, Ltd.*, 804 F.2d 398, 400 (7th Cir. 1986). It too permits a court to correct only "manifest errors of law or fact." *See United States ex rel. Felder v. Gramley*, 893 F. Supp. 768, 773 (N.D. Ill. 1995); *Jones v. Banks*, 892 F. Supp. 988, 989 (N.D. Ill. 1995)

over the *Hastert* case, declined to transfer King's case as suggested by the SBOE and DOJ for three reasons. First, the doctrine of the law of the case mandated this court's rejection of the SBOE and DOJ argument. The law of the case doctrine typically provides that "when a court decides upon a rule of law, that decision should continue to govern the same issues in subsequent stages in the same case." *Donohoe v. Consolidated Operating & Prod. Corp.*, 30 F.3d 907, 910 (7th Cir. 1994) (*quoting Arizona v. California*, 460 U.S. 605, 618, 103 S. Ct. 1382, 1391 (1983)). The doctrine applies not only to the prior decisions of the same court, but also to prior decisions of a coordinate court in the same case. *Id.* (*citing Christianson v. Colt Indus. Operating Corp.*, 486 U.S. 800, 815-18, 108 S. Ct. 2166, 2177-79 (1988)). In this context, the doctrine of the law of the case functions like the doctrine governing reconsideration; that is, "a court will ordinarily not reconsider its own decision made at an earlier stage of the trial or on a prior appeal, absent clear and convincing reasons to reexamine the prior ruling." *See Johnson v. Burken*, 930 F.2d 1202, 1207 (7th Cir. 1991) (*quoting Gertz v. Robert Welch, Inc.*, 680 F.2d 527, 532 (7th Cir. 1982), *cert. denied* 459 U.S. 1226, 103 S.Ct. 1233 (1983)). Thus, when a court is asked to change a prior decision in its own case or in the case of a coordinate court, the law of the case doctrine permits it to avoid reexamining the prior decision "unless powerful reasons are given for doing so." *Id.*

In this case, King filed a petition for the appointment of a three judge panel pursuant to 28 U.S.C. section 2284(a) shortly after filing

---

(citation omitted).

[Footnote 7 con't.]

Rules 59(e) and 60(b) thus provide some overlapping relief, albeit the overlap is imperfect. *Russell*, 51 F.3d at 749. "A court should correct a manifest error of law under Rule 59(e). . . . Rule 60(b), on the other hand, is not an appropriate vehicle for addressing simple legal error; otherwise, a party could circumvent the ordinary time limitation for filing a notice of appeal." *Id.* The correction of mistakes under Rule 60(b) is left to the district court's sound discretion, but that discretion must be exercised with a view to the differences inherent in the two rules. *Id.*

his complaint.[8] The SBOE agreed that a three judge panel was appropriate but argued that the three judges who presided over the *Hastert* litigation should be reappointed since King's complaint sought "to modify" that court's redistricting order. (*See* SBOE Resp. Mem., at ¶¶4-5). In accordance with 28 U.S.C. section 2284(b)(1), the petition was transferred to the Honorable Richard A. Posner, Chief Judge of the Seventh Circuit Court of Appeals, for decision.[9] Judge Posner appointed the present panel, and thereby rejected the SBOE's request for assignment of the case to the *Hastert* court.

Second, neither the SBOE nor DOJ established that Local Rule 2.21D(8) applied to the unique circumstances of King's complaint. The purpose of Local Rule 2.21D(8) appears to be three-fold: to prevent forum or judge shopping; to ensure continuity of decisions; and to promote judicial economy. Given these purposes, it is axiomatic that when a court enters a judgment resolving a dispute among certain parties, the same court must preside over any secondary action brought by one of the parties to enforce, modify or vacate that judgment. King, however, does not fall within the parameters of this axiom. He was neither a party to nor in privity with any party to the *Hastert* proceeding, and thus lacked standing to petition the *Hastert* court under Rule 60(b) for an order vacating or modifying its judgment order. *See Fed. R. Civ. P. R. 60(b); National Acceptance Co. of Am., Inc. v. Frigidmeats, Inc.*, 627 F.2d 764, 766 (7th Cir. 1980) ("[i]t is well settled that . . . 'one who was not a party lacks standing to make a 60(b) motion'") (*quoting Wright & Miller, Federal Practice and*

---

8 Section 2284(a) provides that "[a] district court of three judges shall be convened when

. . . an action is filed challenging the constitutionality of the apportionment of congressional districts . . . ." *28 U.S.C. §2284(a).*

9 Section 2284 states in pertinent part:

(b)In any action required to be heard and determined by a district court of three judges under subsection (a) of this section, the composition and procedure of the court shall be as follows:

(1)Upon the filing of a request for three judges, the judge to whom the request is presented shall, unless he determines that three judges are not required, immediately notify the chief judge of the circuit, who shall designate two other judges, at least one of whom shall be a circuit judge. The judges so designated, and the judge to whom the request was presented, shall serve as members of the court to hear and determine the action or proceeding.

28 U.S.C. §2284(b)(1).

Procedure §2865, at 225-26 (1973)). In addition, there is no evidence that he engaged in any impermissible judge shopping, which would have been a particularly fruitless endeavor since Judge Posner appointed two of the three *Hastert* judges to preside over this case. Similarly, the interests of judicial economy were not compelling as King alleged that both the governing law and the relevant facts had changed since the *Hastert* court issued its reapportionment order. Thus, the law of the case doctrine notwithstanding, the DOJ and SBOE failed to establish that King's complaint was eligible for reassignment under Local Rule 2.21D(8).

Finally, the *Hastert* court did not retain jurisdiction to hear and decide future constitutional challenges to its reapportionment order. The DOJ argued that the *Hastert* court implicitly retained jurisdiction to enforce or modify its judgment in light of changed circumstances, but the authority it cited concerned the modification of injunctive relief. *See System Fed'n No. 91, Ry. Emp. Dept., AFL-CIO, v. Wright*, 364 U.S. 642, 647-48, 81 S. Ct. 368, 371 (1961) (district court abused its discretion in refusing to modify consent decree that enjoined a number of specific discriminatory acts); *United States v. Swift & Co.*, 286 U.S. 106, 114, 52 S. Ct. 460, 462 (1932) (court in equity has power to modify an injunction to adapt to changed conditions, even where the injunction was entered by consent decree). This authority is inapposite as the *Hastert* court issued its reapportionment order pursuant to Section 2 of the Voting Rights Act. To that end, the *Hastert* court ordered that the court-ordered redistricting plan "shall govern the nomination and election of members of the House of Representatives from the State of Illinois, effective with respect to the 1992 primary and continuing until Illinois congressional districts are reapportioned in accordance with law." *Hastert*, 777 F. Supp. at 662. The *Hastert* court thus not only declined to retain jurisdiction to consider subsequent non-party challenges to its reapportionment order but, equally important, it conditionally limited the duration of its order.[10] *See Jackson v. DeSoto Parish Sch. Bd.*, 585 F.2d 726, 730 n.1 (5th Cir. 1978) ("[w]e note . . . that in reapportionment, unlike school desegregation and institutional reform cases, the court's

---

10 In this regard, the *Hastert* court essentially foresaw that a revised reapportionment plan could supplant and supersede its order either through legislative action or a subsequent court challenge, provided the revised plan was "in accordance with [the] law." Thus, a subsequent court challenge to the *Hastert*

jurisdiction is not continuing, and the plan, once adopted and acted upon [*i.e.*, an election is held], does not require further judicial supervision").

Accordingly, this court did not transfer King's complaint to the *Hastert* court for further proceedings under Rule 60(b).

2. Conditional Judicial Notice

Although King was not a party to the *Hastert* litigation and thus could not be bound by that court's findings of fact or judgment under the doctrines of *collateral estoppel* or *res judicata*,[11] his complaint both directly and indirectly challenged the *Hastert* court's findings of fact and judgment. In recognition of the unique nature of King's claim and to expedite the proceedings at trial, this court took judicial notice of the *Hastert* court's findings of fact under Federal Rule of Evidence 201. *See, e.g., Philips Medical Sys. Int'l, B.V. v. Bruetman*, 982 F.2d 211, 215 n.2 (7th Cir. 1992) (federal courts may take judicial notice of proceedings, including evidence, in other courts both within and outside of the federal judicial system "if the proceedings have a direct relation to matters at issue"); *Green v. Warden, U.S. Penitentiary*, 699 F.2d 364, 369 (7th Cir.), *cert. denied* 461 U.S. 960, 103 S. Ct. 2436 (1983) (same). More specifically, this court informed the parties that it would admit into evidence the *Hastert* court's finding of facts and would adopt those findings as conclusive unless King showed by law or otherwise that the *Hastert* court either

---

court's order would not threaten the interests of comity or the orderly administration of justice where the challenge was based upon a change in law.

11 The doctrine of collateral estoppel provides that "once a court has decided an issue of fact or law necessary to its judgment, that decision may preclude relitigation of the issue in a suit on a different cause of action involving a party to the first case." *Allen v. McCurry*, 449 U.S. 90, 94, 101 S. Ct. 411, 415 (1980); *accord Havoco of Am., Ltd. v. Freeman, Atkins & Coleman, Ltd.*, 58 F.3d 303, 307 (7th Cir. 1995). Collateral estoppel precludes relitigation of issues in a subsequent proceeding when:

> (1) the party against whom the doctrine is asserted was a party to the earlier proceeding; (2) the issue was actually litigated and decided on the merits; (3) the resolution of the particular issue was necessary to the result; and (4) the issues are identical.

Havoco, 58 F.3d at 307; *Kraushaar v. Flanigan*, 45 F.3d 1040, 1050 (7th Cir. 1995).

In contrast, under *res judicata*, "a judgment on the merits in a prior suit bars a second suit involving the same parties, or their proxies, based on the same cause of action." *Parklane Hosiery Co., Inc. v. Shore*, 439 U.S. 322, 326 n.5, 99 S.Ct.

erred in making specific findings of fact or that the circumstances had changed since November 1991 such that specific findings of fact were no longer valid and needed to be modified. *See* Tr., at 36, 652.

This court conditionally admitted the *Hastert* court's findings of fact through judicial notice for two reasons. First, had King been a party or in privity with a party to the *Hastert* action, his constitutional challenge of the *Hastert* court's order and findings of fact would have proceeded under Rule 60(b).[12] Under Rule 60(b), the *Hastert* court's findings of fact made pursuant to Rule 52(a) would have been law of the case. *See Bennett v. Arrington*, 806 F. Supp. 926, 927 n.2 (N.D. Ala. 1992), *aff'd in part, rev'd in part on other grounds* 20 F.3d 1525 (11th Cir. 1994).[13] As such, the *Hastert* court would not have

---

645, 649 n.5 (1979); *accord Brzostowski v. Laidlaw Waste Systems, Inc.*, 49 F.3d 337, 338 (7th Cir. 1995). Three elements must exist for *res judicata* to apply: (1) a judgment on the merits in an earlier action; (2) identity of parties or privies in the two suits; and (3) identity of the cause of action between both suits. *Brzostowski*, 49 F.3d at 338.

12 Assuming standing, King at a minimum could have moved for a modification of the Hastert court's order under Rule 60(b)(6). A motion for relief under Rule 60(b)(6) is only appropriate if the grounds for relief do not fit under any of the other subsections of Rule 60(b). *Margoles v. Johns*, 798 F.2d 1069, 1073 n.6 (7th Cir. 1986) (citation omitted), *cert. denied* 482 U.S. 905, 107 S.Ct. 2482 (1983). Relief under Rule 60(b)(6) is only warranted "upon a showing of extraordinary circumstances that create a substantial danger that the underlying judgment was unjust." *Id.* at 1073 (*citing Ackerman v. United States*, 340 U.S. 193, 71 S. Ct. 209 (1950)). While a post-judgment change in decisional law, without more, is insufficient to constitute an extraordinary circumstance permitting relief under Rule 60(b), *see McKnight v. United States Steel Corp.*, 726 F.2d 333, 336 (7th Cir. 1984), extraordinary circumstances will be found to exist where, as here, the change in decisional law may render the court's prior decision unconstitutional. *See, e.g., McGeshick v. Choucair*, 72 F.3d 62, 63 (7th Cir. 1995) ("A supervening change in governing law that calls into serious question the correctness of the court's judgment may justify recall of a mandate.").

In addition, a motion for relief from judgment under Rule 60(b)(5) or (b)(6) must be made "within a reasonable time." *See Fed. R. Civ. P. 60(b)*. Because King based his constitutional challenge in part on a change in the governing law, any inquiry into the timeliness of King's challenge must necessarily focus on the passage of time between the advent of the changed law (*i.e.*, the issuance of the Supreme Court's *Shaw v. Reno* decision in June 1993) and the filing of King's complaint. This twenty month time period (*i.e.*, June 1993 to February 1995) is not too excessive to be declared unreasonable. *See PAC for Middle Am. v. State Bd. of Elections*, No. 95 C 827, 1995 WL 571887, *4 (N.D. Ill. Sept. 20, 1995) (three judge panel).

reexamined its factual findings to decide a Rule 60(b) motion unless powerful reasons existed for doing so -- such as the occurrence of manifest error or a controlling or significant change in the factual circumstances.[14] Since King's lawsuit is at its very core a challenge to the *Hastert* court's order, this court concluded that King's lack of standing under Rule 60(b) should not determine the standard of review applicable to the *Hastert* court's findings of fact. The court therefore adopted the standards that would have applied had King sought to modify the *Hastert* order under Rule 60(b).[15] The court also conditionally admitted the Hastert court's findings of fact to promote important interests in finality and judicial economy.[16]

To demonstrate that the *Hastert* court erred in making a specific finding of fact, King has to establish that the court committed clear

---

13 The *Bennett* litigation originated in 1981 as a reverse discrimination claim arising out of a consent decree. *See Bennett*, 806 F. Supp. at 927. Following a trial in 1985, the court ruled against the plaintiffs on their reverse discrimination claim. *See In re Birmingham Reverse Discrimination Employment Litigation*, No. 84-P-0903-S, 1985 WL 56690 (N.D. Ala. 1985). The Eleventh Circuit reversed, *see In re Birmingham Reverse Discrimination Employment Litigation*, 833 F.2d 1492 (11th Cir. 1987), *aff'd Martin v. Wilks*, 490 U.S. 755, 109 S. Ct. 2180 (1989). The Supreme Court remanded the case to the district court for further trial on the plaintiffs' reverse discrimination claim. On remand, the district court adopted the findings of fact of the 1985 trial court under the law of the case doctrine, explaining:

Numerous findings of fact were made by the district court [in 1985]. . . . There is no need to repeat these findings, which were not set aside on appeal and under the law of the case remain as determinations for purposes of this decision. *Bennett*, 806 F.2d at 927 n.2 (citation omitted). Like the *Bennett* court, this court will adopt the *Hastert* court's factual determinations for the purposes of this decision, excluding any clearly erroneous findings and any findings that are no longer valid due to changed circumstances.

14 As previously noted, the law of the case doctrine essentially functions as a motion for reconsideration in this context. *See Johnson v. Burken*, 930 F.2d 1202, 1207 (7th Cir. 1991). The grounds for entertaining a motion for reconsideration -- to correct manifest errors of law or fact or to consider controlling or significant changes in the law or facts since the matter was submitted to the court -- thus define the grounds for entertaining a subsequent challenge under Rule 60(b) to a court's specific findings of fact. *See United States v. Gramley*, 893 F. Supp. 768, 773 (N.D. Ill. 1995) (Rule 60(b) permits a court to correct "manifest errors of law or fact"); *Jones v. Banks*, 892 F. Supp. 988, 989 (N.D. Ill. 1995) (same); *see also Bank of Waunakee v. Rochester Cheese Sales, Inc.*, 906 F.2d 1185, 1191 (7th Cir. 1990) (recognizing grounds for reconsideration due to changes in controlling law or facts).

15 This court has slightly modified the standards to comport to the procedural

error.[17] *See Fed. R. Civ. P. 52(a).* A finding of fact is "'clearly erroneous' when although there is evidence to support it, the reviewing court on the entire evidence is left with the definite and firm conviction that a mistake has been committed." *Anderson v. City of Bessemer City, N.C.*, 470 U.S. 564, 573, 105 S. Ct. 1504, 1511 (1985) (citation omitted); *United States v. United States Gypsum Co.*, 333 U.S. 364, 395, 68 S. Ct. 525, 542 (1948); *United States v. Price*, 54 F.3d 342, 348 (7th Cir. 1995). Under this standard, the court must strongly defer to the trier of fact's findings. *In re Love*, 957 F.2d 1350, 1354 (7th Cir. 1992). As such, "if the trial court's account of the evidence is plausible in light of the record viewed in its entirety, a reviewing court may not reverse even if convinced that it would have weighted the evidence differently as a trier of fact." *Id.* "Where there are two

---

posture of this case (*i.e.*, King has filed an independent lawsuit rather than a Rule 60(b) motion to vacate of modify the *Hastert* judgment). Accordingly, this court will consider the *Hastert* court's findings of fact conclusive unless King establishes that the *Hastert* court committed clear error in making specific findings of fact or proves by a preponderance of the evidence that the factual circumstances have changed since the issuance of the *Hastert* decision.

16 The concepts of finality and judicial economy provide a very pragmatic foundation for the standard of review adopted by this court. Since King has brought this lawsuit in his individual capacity rather than on behalf of a certified class, this court's findings of fact would not bind other potential private litigants who are not in privity with King. It is therefore conceivable that these other potential litigants, displeased by this court's ruling, might separately file a series of lawsuits challenging the constitutionality of the Fourth Congressional District. If the court failed to take judicial notice of and conditionally admit the *Hastert* court's factual findings, its ability to render a final judgment on the district's constitutionality would prove elusive. Each successive challenge would require the development of new, potentially inconsistent factual records. By taking judicial notice of and conditionally admitting its prior fact findings, the court has established a common core of facts that may only be modified by proof of changed circumstances or demonstration of clear error. If the party challenging the district's constitutionality fails to allege or establish the existence of changed factual circumstances or clear error of significant magnitude to affect the constitutional analysis, a court should be able to dispose of the lawsuit under Rules 12, 56 or 50(a). In this manner, this court's decision to take judicial notice of the *Hastert* court's findings of fact furthers the interests of finality and judicial economy while avoiding the potential hazards associated with successive, cumulative constitutional challenges brought by independent litigants.

17 Rule 52, entitled "Findings by the Court; Judgment on Partial Findings" provides in pertinent part:

(a) Effect. In all actions tried upon the facts without a jury or with an advisory jury, the court shall find the facts specially and state separately its conclusion

permissible views of the evidence, the fact-finder's choice between them cannot be clearly erroneous." *Anderson*, 470 U.S. at 574, 105 S. Ct. at 1511. Accordingly, unless clear error is established, this court will defer to the *Hastert* court's findings of fact. *See Johnson v. Mortham*, ___ F. Supp. ___, 1995 WL 707856 (N.D. Fla. Nov. 20, 1995).[18]

Alternatively, King must establish by a preponderance of evidence that specific factual circumstances have changed. *See Jackson v. DeSoto Parish Sch. Bd.*, 585 F.2d 726, 730 (5th Cir. 1978). Once such evidence has been proffered, this court will analyze the particular finding of fact *de novo*.

In addition to taking judicial notice of the *Hastert* court's findings of fact, this court took judicial notice of the evidence presented to the *Hastert* court. (Tr. at 638). The court admitted this evidence for the limited purpose of establishing the evidentiary record upon which the *Hastert* court relied to make its decision. (*Id.*). The *Hastert* court's evidentiary record was not admitted for any other purpose, except where one of the parties individually or jointly moved for the admission of a particular portion of that record.

B.Standard of Review of the *Hastert* court's Conclusions of Law

An appellate court traditionally reviews a district court's conclusions of law *de novo*. *See Apostol v. Landau*, 957 F.2d 339, 341 (7th Cir. 1992). Under this standard, the appellate court is not bound by the

---

of law thereon, ... Findings of fact, whether based on oral or documentary evidence, shall not be set aside unless clearly erroneous, and due regard shall be given to the opportunity of the trial court to judge of the credibility of the witnesses.

18 A brief review of the on-going *Johnson* litigation is required. After the Florida legislature failed to adopt a congressional reapportionment plan to comply with the 1990 census results, the task fell to the federal court. The district court initially held the existing plan unconstitutional, and appointed a Master to recommend a replacement plan. *See DeGrandy v. Wetherell*, 794 F. Supp. 1076 (N.D. Fla. 1992). The *DeGrandy* court subsequently adopted the Master's Report and Recommendation, which created two African-American majority-minority districts and one African-American influence district. Following the Supreme Court's decision in *Shaw*, plaintiffs filed a lawsuit in 1994 alleging that District 3 (one of the majority-minority districts created in the 1992 court order) violated the Equal Protection Clause. The court found that District 3 was oddly configured. *See Johnson*, ___ F. Supp. at ___, 1995 WL 707856, at *2. The plaintiff subsequently moved for summary judgment. The *Johnson* court granted the motion in part, concluding as a matter of law, that the plaintiffs proved that racial considerations predominated in the drawing of District 3. The *Johnson* court

district court's legal conclusions but instead examines the law "anew." *Lulich v. Sherwin-Williams Co.*, 992 F.2d 719, 721 (7th Cir. 1993); *Black's Law Dict.* 392 (5th ed. 1979). Although this court is not an appellate court, the nature of King's complaint requires it to review the *Hastert* court's legal conclusions. Under these circumstances, this court adopted the law of the case doctrine as the standard of review for the *Hastert* court's legal conclusions. As with a motion to vacate or modify a judgment under Rule 60(b), this court will not disturb the *Hastert* court's conclusions of law but for manifest or plain error. *See Russell v. Delco Remy Div. of Gen. Motors*, 51 F.3d 746, 749 (7th Cir. 1995) (discussed *supra* in footnote 8). At the same time, however, this court will review *de novo* the *Hastert* court's conclusions of law where the decisional law has arguably changed.

King proffers three "powerful reasons" warranting reexamination of the *Hastert* court's findings of fact and conclusions of law: first, the governing law has changed as a result of the Supreme Court's decisions in *Shaw* and *Miller*; second, certain factual findings made by the *Hastert* court were clearly erroneous; and third, the facts have changed since November 1991.

II. The Hastert Court's Decision

The 1990 decennial census report revealed that Illinois' population had grown by 4,084 people, or 0.0357%, between 1980 and 1990. *Hastert*, 777 F. Supp. at 637. Because the rate of Illinois' population growth was proportionally smaller than that of the United States as a whole, Illinois was only entitled to twenty seats in the United States House of Representatives rather than its previous twenty-two. The Illinois constitution required the General Assembly to reapportion the state's congressional districts to comport with the 1990 census results; however, it failed to do so. As a result of the General Assembly's abdication of its constitutional responsibility, five separate lawsuits were filed seeking a common declaration; namely, Illinois' then existing congressional districting plan was unconstitutional due to the population and demographic changes represented in the 1990 census report. *Id.*

---

relied upon specific findings made by the *DeGrandy* court as the basis for its ruling. *Id.* at ___, 1995 WL 707856, at *20. The *Johnson* court denied, however, plaintiffs' motion for summary judgment with respect to whether District 3 survives strict scrutiny.

The Republican Party members of the 1990 Illinois congressional delegation (the "*Hastert*" plaintiffs) filed the first lawsuit on June 27, 1991. Shortly thereafter, a group of Hispanic and African-American resident-voters (the "*Nieves*" plaintiffs) filed the second lawsuit seeking, *inter alia*, the creation of a majority-minority Hispanic congressional district under Section 2 of the Voting Rights Act, 42 U.S.C. §1973. Next, a group of resident voters from various Illinois congressional districts, ostensibly acting on behalf of the Democratic Party members of the 1990 Illinois congressional delegation (the "*Rosebrook*" plaintiffs), filed the third lawsuit. Representative Cardiss Collins (D-IL; 7th Dist.) and Representative Charles Hayes (D-IL; 1st Dist.) jointly filed the fourth lawsuit (the "*Collins*" plaintiffs). Finally, the Chicago Urban League filed the fifth lawsuit on behalf of the resident voters in the then existing majority-minority African-American congressional districts. Each group of plaintiffs submitted a proposed redistricting plan to the court for consideration.[19] All five lawsuits were consolidated into a single proceeding for trial.

The *Hastert* court conducted a two day trial beginning on October 7, 1991. Due to time constraints imposed by the 1992 election filing deadlines, the court streamlined the proceedings "in a manner that would still enable the parties to present a complete record on the serious constitutional matters at issue."[20] *Hastert*, 777 F. Supp. at 639. To that end, the court "directed the parties to submit their evidence in the form of affidavits and depositions, supplemented by any maps and statistical data . . . ." *Id.* at 639-40. The court limited the parties to a single proposed plan and map at trial, and entertained argument mainly through post-trial briefs. *Id.* at 640.

As a result of these streamlined proceedings, the parties resolved numerous issues through negotiation, concession, and stipulation. In so doing, the parties not only effectively supplanted the *Hastert* court's

---

19 The *Hastert* court also permitted several individuals and organizations to intervene. Of these plaintiffs-intervenors, only then Representative Augustus Savage (D-IL; 2d Dist.) and the Harold Washington Party, acting in tandem, submitted a proposed redistricting map to the court. *Hastert*, 777 F. Supp. at 639. Thus, at the onset of the case, six different redistricting plans had been submitted to the court.

20 The court's goal was to issue its judgment "in a timely fashion to allow any of the participants adequate time for appeal to the Supreme Court prior to the December 16, 1991 filing deadline for the March 17, 1992 congressional primary elections." *Hastert*, 777 F. Supp. at 639.

fact finding role in many instances but also narrowed the number of substantive legal issues the court needed to decide. The court explained:

The parties worked diligently during discovery and the two-day trial to resolve numerous areas of significant disagreement in their competing plans. The pre-trial proceedings were marked by a succession of amendments to the principal redistricting proposals, with each of the new amended plans incrementally eliminating a complex area of potential conflict. *Id.* at 640. The magnitude of complex issues resolved by stipulation among the parties was unprecedented.[21] According to the *Hastert* court, not only did all of the parties agree throughout the proceedings that "the population and demographic changes within the City of Chicago from 1980 to 1990 mandated the creation of an Hispanic majority district," but they also reached an agreement prior to trial as to "the configuration of the proposed Hispanic majority district." *Id.* These pre-trial agreements between the parties had significant consequences on the conduct and outcome of the trial.

By reaching an agreement on the configuration of a proposed Hispanic district, the parties greatly simplified a perplexing issue. Indeed, *an agreement on this issue may be the crucial factor in facilitating the creation of an Hispanic district.* The agreement on the proposed Hispanic district removed the Hispanic contingent among the *Nieves* plaintiffs as active participants at trial.[22] *Id.* (emphasis added).

The *Hastert* court summarized the effect of the streamlined proceedings as follows:

As a consequence of the admirable efforts of counsel to come to an

---

21 The pre-trial negotiations and agreements between the diverse parties were highly reminiscent of the compromising which characterizes the legislative process. In fact, if the parties were aligned on partisan political grounds, the alignment would resemble the composition of the state legislature (*i.e.*, the *Hastert* Republicans versus the *Rosebrook et al.* Democrats). Because of this partisan alignment, agreements reached by the parties had an important value beyond merely advancing the litigation's timetable. More specifically, the partisan alignment supported the reasonable inference that the bi-partisan agreements and stipulations reflected the beliefs of the General Assembly.

agreement on many issues, the trial focused primarily on the redistricting proposals of the *Hastert* and *Rosebrook* plaintiffs. We are left primarily with the task of determining which of the two proposed plans best meets the goals and criteria, both constitutional and non-constitutional, enumerated by the Supreme Court. *Id.* In short, the parties' pre-trial negotiations and agreements significantly narrowed the court's role. Essentially two tasks (relevant to this lawsuit) remained for the *Hastert* court: first, to analyze the revised *Hastert* and *Rosebrook* redistricting plans to determine which plan better satisfied constitutional standards;[23] and second, to determine whether Section 2 of the Voting Rights Act required the creation of an Hispanic majority-minority district.

A. The Court's Constitutional Analysis

The proposed *Hastert* and *Rosebrook* redistricting plans were substantially similar in purpose, design and configuration but differed in the final allocation of the electorate within the twenty congressional districts.[24] The *Hastert* court therefore set forth to determine which proposed plan better satisfied the governing constitutional requirements of population equality, fairness to minority voting rights (*i.e.*, vote dilution), and political fairness.

The court first assessed the two proposed plans under the one person, one vote theory of representation articulated in *Wesberry v. Sanders*, 376 U.S. 1, 84 S. Ct. 526 (1964). The court ultimately concluded

---

22 In addition to the parties' agreement about the creation and configuration of an Hispanic majority-minority district, the parties also resolved via stipulation the configuration of the Second Congressional District (a super-majority African-American Congressional District) and the location of certain downstate minority communities. *Id.*

23 It was a foregone conclusion that the 1980 redistricting plan was unconstitutional.

> All parties are in agreement that the existing congressional district plan is both unconstitutional and impracticable. Consequently, we proceed directly to an evaluation of the constitutional and legal merits of the proposed *Hastert* and *Rosebrook* plans.

Hastert, 777 F. Supp. at 641. The court analyzed the *Hastert* third amended redistricting plan and the *Rosebrook* first amended redistricting plan. *Id.* at 641 n.8.

24 According to the court, "protection of the interests of minority communities was a driving force for both the *Hastert* and *Rosebrook* plaintiffs." *Hastert*, 777 F. Supp. at 646 n.19. As a result of the bipartisan pre-trial negotiations, no minority group objected to the proposed revised *Hastert* or *Rosebrook* redistricting plans. *Id.*

that the proposed *Hastert* plan, with a total deviation of 0.00017% from the ideal congressional district population of 571,530, better advanced the one person, one vote principle than the proposed *Rosebrook* plan, which had a total deviation of 0.00297%. *Hastert*, 777 F. Supp. at 644.

The court next evaluated the proposed plans for their fairness to the voting rights of racial and language minorities. *Hastert*, 777 F. Supp. at 645. This inquiry required the court to assess whether either of the proposed redistricting plans had the discriminatory effect of diluting the power of minority votes.[25] The court found that neither proposal diluted minority voting power and ultimately concluded that the proposed *Hastert* plan better satisfied this constitutional criterion.[26]

Finally, the court assessed the proposed plans for political fairness, meaning whether one or both of the proposed plans had the effect of discriminating against an identifiable political group. *Hastert*, 777 F. Supp. at 655, 656. Both plans sought to address the then existing discrepancy between Democratic and Republican congressional representation.[27] The *Rosebrook* plaintiffs argued, however, that the *Hastert* plan would result in a politically unfair redistribution of

---

25 Vote dilution occurs either by fragmenting large concentrations of minority populations and dispersing them into separate political districts, or by concentrating minorities into districts where they constitute an excessive majority. *Hastert*, 777 F. Supp. at 646 (*citing Thornburg v. Gingles*, 478 U.S. 30, 46 n.11, 106 S. Ct. 2752, 2764 n.11 (1986)).

26 The 1981 court order which reapportioned Illinois' congressional districts in accordance with the 1980 decennial census results created three "super-majority" African-American congressional districts; namely, the First, Second and Seventh Congressional districts. *See Hastert*, 777 F. Supp. at 646-47 (*citing In re Congressional Dists. Cases*, No 81 C 3915, slip op. (N.D. Ill. Nov. 23, 1981)). These districts contained the sixty-five percent (65%) minority population and sixty percent (60%) voting age population generally regarded as the necessary threshold for creating a "safe" minority district. *Id.* at 647-48 & n.22.

The proposed *Hastert* and *Rosebrook* plans each retained these three majority African-American congressional districts, despite the "major demographic changes during the 1980's" that necessitated "radical alterations in the configuration of the existing minority districts." *Hastert*, 777 F. Supp. at 646 n.19. The three super-majority African-American districts were retained as a result of bipartisan agreement. *See id.*

The *Hastert* court ultimately concluded that the proposed *Hastert* plan better addressed fairness concerns for minority voting power because its allocation of the African-American population within the three super-majority congressional districts more closely comported with the 65%-60% threshold than the *Rosebrook* plan's allocation. *Hastert*, 777 F. Supp. at 648, 655. The court likewise concluded

congressional seats. *Id.* at 656, 658. After an extensive analysis, the court rejected this contention, concluding that "[t]he data suggests that the *Hastert* plan is likely to yield a distribution of seats across party lines that mirrors the statewide partisan makeup of the voting citizenry . . . ." *Id.* at 659. It further concluded that the *Hastert* plan was politically more fair. *Id.*

B.The Court's Section 2 Voting Rights Act Analysis

As previously established, all of the parties initially agreed that Section 2 of the Voting Rights Act "mandated" the creation of an Hispanic majority district and further agreed to the general configuration of such a district. As a result, the proposed configurations of the Hispanic district in the *Hastert* and *Rosebrook* plans were virtually identical: the district would link the two densely populated Hispanic communities on Chicago's near northwest and near southwest sides though a narrowly drawn, C-shaped connector that wound around the western edge of the Seventh Congressional District.[28] The *Hastert* court concluded that the proposed Hispanic district had an "extraordinary appearance" that was "not unlike a Rorschach blot turned on its side."[29] *Hastert*, 777 F. Supp. at 648 n.24. Even though all of the parties agreed to this extraordinary configuration, the court declined to "accept this conclusion without scrutiny." *Id.* at 648. It therefore undertook to determine whether Section 2 of the Voting Rights Act required the creation of an Hispanic majority district.

A minority group seeking the creation of a majority-minority district under Section 2 must "make a threshold showing that it is: (1)

---

that the *Hastert* plan, which created an Hispanic majority district with a 65.03% total and 59.18% voting age Hispanic population, was "marginally superior" to the *Rosebrook* plan, which contain an Hispanic majority district with corresponding concentrations of 65.00% and 59.15%. *Id.* at 651, 655.

27 After the 1990 election, the Democrat members of the Illinois congressional delegation outnumbered their Republican counterparts fifteen (15) to seven (7).

28 The two Hispanic enclaves were separated by the Seventh Congressional District, which runs in a roughly east-west direction along Chicago's central latitudes from Lake Michigan to the western suburbs. *Hastert*, 777 F. Supp. at 648 n.24.

29 It further observed that the proposed configuration of the Hispanic Fourth Congressional District made the "bizarre" configuration of New Jersey's 1982 congressional reapportionment plan in *Karcher v. Daggett*, 462 U.S. 725, 744-65, 103 S. Ct. 2653, 2667-78 (1983) (Stevens, J., concurring), appear "acceptable by comparison." *Id.*

sufficiently large and geographically compact to constitute a majority in a properly drawn district; (2) politically cohesive; and (3) that racial bloc voting typically frustrates the election of the minority group's preferred candidate." *Hastert*, 777 F. Supp. at 649 (*citing Gingles*, 478 U.S. at 50-51, 106 S. Ct. at 2766). The court determined that the Chicago/Cook County Hispanic community satisfied each of these threshold requirements.

The court made the following findings of fact to support its conclusion that the Chicago/Cook County Hispanic community was "sufficiently large and geographically compact to constitute a single district majority." *Hastert*, 777 F. Supp. at 649. First, the 1990 census reported the Hispanic population in Chicago at 545,852, a 29.33% increase over the 1980 total. *Id.* Second, "[m]ost of the Chicago/Cook County Hispanic population is clustered in two dense enclaves, one on Chicago's near northwest side and one on the near southwest side." *Id.* Third, the two enclaves are less than one mile apart at their closest point. *Id.* Fourth, this separation resulted from exogenous physical and institutional barriers -- specifically, the east-west Eisenhower Expressway, the University of Illinois-Chicago Circle campus, and various major medical institutions -- and thus did not indicate the existence of two distinct communities. *Id.* & n.25.

To support its conclusion that the Chicago/Cook County Hispanic community was politically cohesive, the court adopted the findings of cohesiveness made by two federal courts in the early 1980s in cases where the Hispanic community challenged discriminatory redistricting practices at the state and local levels. *Hastert*, 777 F. Supp. at 650 (*citing Ketchum v. Byrne*, 740 F.2d 1398 (7th Cir. 1984), *cert. denied* 471 U.S. 1135, 105 S.Ct. 2673 (1985) (Chicago aldermanic redistricting plan); *Rybicki v. State Bd. of Elections*, 574 F. Supp. 1082 (N.D. Ill. 1982) (three judge panel) (state legislative redistricting plan), *supplemented* 574 F.Supp. 1147 (N.D.Ill.), *supplemented* 574 F. Supp. 1161 (N.D. Ill. 1983)). The court further found that the voting bloc patterns of the Hispanic community also demonstrated its political cohesiveness. *Id.* More specifically, the court found that "[s]ingle and bivariate regression analysis of voting patterns in Chicago precincts demonstrate significant ethnic bloc voting patterns." *Id.* Finally, the court found that the third threshold factor was fulfilled because the paucity of Hispanic officials in city and state-wide elected political offices compelled "the finding that ethnic bloc voting patterns

have thwarted the political interests of the Hispanic community." *Id.*

Having found the three threshold requirements satisfied, the court then considered the merits of the claimed need for an Hispanic majority-minority district under "the totality of the circumstances test." *Hastert*, 777 F. Supp. at 649. The relevant factors generally considered under the totality of the circumstances test include

> a history of official discrimination relating to minority political participation; the extent of racially polarized voting practices; the extent to which certain voting practices and procedures with discriminatory effects have been employed in the past; the exclusion of the minority group from the candidate slating process; the extent to which the minority group bears the effects of past discrimination in education, employment and health services which hinder their ability to effectively participate in the political process; the use of racial appeals in political campaigns; the extent to which minorities have been elected to office; and the lack of responsiveness by elected officials to particular minority needs.

Id. (citations omitted). However, rather than making its own findings of fact with respect to these factors, the court adopted the Seventh Circuit's findings concerning the Chicago Hispanic community set forth in *Ketchum v. Byrne*, the Section 2 Voting Rights Act challenge of the 1982 Chicago aldermanic redistricting plan. *Id.* Based on a "judicially recognized history of discrimination, both past and present, against the Chicago Hispanic community and its attendant impact on effective political participation and representation," the *Hastert* court concluded that an Hispanic majority district was warranted under *Gingles*. *Id.* The court further concluded that the "odd configuration" of the majority-minority Hispanic Fourth Congressional District was necessary to accommodate the creation of the Hispanic and the three African-American majority-minority districts "dictated under the Voting Rights Act." *Id.* The court therefore concluded that "the configuration has been drafted to *satisfy* constitutional and statutory goals and principles." *Id.* (emphasis in original).

III. King's Constitutional Challenge of the Hastert Court's Decision

As previously established, King contends that the boundaries of the

majority Hispanic Fourth Congressional District were drawn on the basis of race in violation of the Equal Protection Clause of the Fourteenth Amendment. The idea that a legislative redistricting plan that segregated the electorate on the basis of race might violate the Equal Protection Clause first surfaced in the 1960s. *See Gomillion v. Lightfoot*, 364 U.S. 339, 349, 81 S. Ct. 125, 131 (1960) (Whittaker, J., concurring) (plan to redefine city's borders to place Negro voters outside of city limits was an unlawful segregation of citizens on basis of race in violation of the Equal Protection Clause); *Wright v. Rockefeller*, 376 U.S. 52, 56, 84 S. Ct. 603, 605 (1964) (congressional redistricting plan that allegedly segregated eligible voters by race and place of origin was challenged as a violation of the Equal Protection Clause). The Supreme Court, however, did not formally recognize an Equal Protection Clause challenge to redistricting plans until its 1993 decision in *Shaw v. Reno*, ___ U.S. ___, 113 S. Ct. 2816 (1993), where it recognized a claim challenging the constitutionality of a bizarrely drawn but facially race-neutral redistricting plan. Two years later in *Miller v. Johnson*, ___ U.S. ___, 115 S. Ct. 2475 (1995), the Supreme Court further defined the contours of this Equal Protection Clause claim. Since *Shaw* and *Miller* were both decided after *Hastert*, the *Hastert* court did not have occasion to consider whether the extraordinary configuration of the Fourth Congressional District may have violated the Equal Protection Clause. Accordingly, the *Hastert* court's conclusion that the district's extraordinary configuration was necessary to "satisfy constitutional principles" is rendered circumspect by the change in governing law and is therefore subject to *de novo* review.

The Equal Protection Clause of the Fourteenth Amendment provides that "[n]o state shall . . . deny to any person within its jurisdiction the equal protection of the laws." *U.S. Const., Amdt. 14, §1*. The clause's "central mandate is race neutrality in governmental decisionmaking." *Miller*, ___ U.S. at ___, 115 S. Ct. at 2482. The prohibitions of the Equal Protection Clause extend not only to laws that explicitly distinguish between individuals on the basis of race but also to laws that appear racially neutral but are "unexplainable on grounds other than race." *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2824, 2825 (*quoting Arlington Heights v. Metropolitan Housing Dev. Corp.*, 429 U.S. 252, 266, 97 S. Ct. 555, 564 (1977)); *accord Miller*, 115 S. Ct. at 2483. Although application of the Equal Protection Clause's mandate

is often difficult, "the basic principle is straightforward: 'Racial and ethnic distinctions of any sort are inherently suspect and thus call for the most exacting judicial examination.'"[30] *Miller*, ___ U.S. at ___, 115 S. Ct. at 2482 (*quoting Regents of Univ. of Cal. v. Bakke*, 438 U.S. 265, 291, 98 S. Ct. 2733, 2748 (1987)). Laws that classify citizens on the basis of race cannot be upheld unless they are narrowly tailored to achieve a compelling state interest. *Id.* (citations omitted); *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2825.

In *Shaw*, the Supreme Court held that "a plaintiff challenging a reapportionment statute under the Equal Protection Clause may state a claim by alleging that the legislation, though race-neutral on its face, rationally cannot be understood as anything other than an effort to separate voters into different districts on the basis of race, and that the separation lacks sufficient justification." ___ U.S. at ___, 113 S. Ct. at 2828. The appearance of the reapportioned district is therefore an important factor in ascertaining whether the electorate was impermissibly segregated on the basis of race. *Id.* at ___, 113 S. Ct. at 2827 ("appearances do matter" in redistricting).

The *Hastert* court readily observed that the majority Hispanic Fourth Congressional District was bizarrely configured and "resembled a Rorschach blot turned on its side." 777 F. Supp. at 648 n.24. Although the *Hastert* court is presumed to have acted constitutionally in issuing its reapportionment order, *see United States v. Paradise*, 480 U.S. 149, 183, 107 S. Ct. 1053, 1073 (1987);[31] *see also Miller*, ___ U.S. at ___, 115 S. Ct. at 2488 (until a claimant makes a showing sufficient to support an allegation of race-based districting, the court must presume that the legislature acted in good faith), the presumption is

---

30 The Supreme Court has never held that "race-conscious state decisionmaking" is impermissible in all circumstances. *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2824, 2826. The *Miller* Court further explained:

> A State is free to recognize communities that have a particular racial makeup, provided its action is directed toward some common thread of relevant interests. '[W]hen members of a racial group live together in a community, a reapportionment plan that concentrates members of the group in one district and excludes them from others may reflect wholly legitimate purposes.' *Shaw*, *supra*, at ___, 113 S. Ct. at 2836. But where the State assumes from a group of voters' race that they 'think alike, share the same political interests, and will prefer the same candidates at the polls,' it engages in racial stereotyping at odds with equal protection mandates. *Id.* at ___, 113 S. Ct. at 2827: . . . .

Miller, ___ U.S. at ___, 115 S. Ct. at 2490.

necessarily limited by the scope of the court's constitutional analysis. Since the *Hastert* court did not analyze whether the oddly drawn Fourth Congressional District met the requirements of the Equal Protection Clause, a presumption of constitutionality does not arise and no deference is accorded to the *Hastert* court on this issue.

There is no dispute that the *Hastert* court considered race and ethnicity in its attempt to further the goals of the Voting Rights Act.[32] *Hastert*, 777 F. Supp. at 650-51. The question is whether in attempting to remedy a Section 2 Voting Rights Act violation, the *Hastert* court adopted a redistricting plan that apportioned the electorate on the basis of race and ethnicity in violation of the Fourteenth Amendment's Equal Protection Clause. Accordingly, the extraordinarily configured Fourth Congressional District must be subjected to an Equal Protection Clause analysis to determine its constitutionality.

A. Standards for Equal Protection Clause Analysis of Redistricting Plan

"The essence of [the] Equal Protection Clause claim recognized in *Shaw* is that the State has used race as a basis for separating voters into districts." *Miller*, ___ U.S. at ___, 115 S. Ct. at 2485. When the State uses race in this manner, it has engaged in racial gerrymandering (*i.e.*, "the deliberate and arbitrary distortion of district boundaries . . . for racial purposes"). *See Shaw*, ___ U.S. at ___, 113 S. Ct. at 2823 (*citing Davis v. Bandemer*, 478 U.S. 109, 164, 106 S. Ct. 2797, 2826 (1986) (Powell, J., concurring in part and dissenting in part)). To determine whether a redistricting plan has been racially gerrymandered, the court must focus on the role that race played in the drawing of the district's borders. The court, however, does not

---

31 In *Paradise*, the Court stated:

> We must acknowledge the respect owned a district judge's judgment that specified relief is essential to cure a violation of the Fourteenth Amendment. A district court has 'not merely the power but the duty to render a decree which will so far as possible eliminate the discriminatory effects of the past as well as bar like discrimination in the future.

480 U.S. at 183, 107 S. Ct. at 1073 (*quoting Louisiana v. United States*, 380 U.S. 145, 154, 85 S. Ct. 817, 822 (1965)).

32 The court specifically acknowledged that "[r]acial and ethnic considerations are appropriate to drawing districts to advance the goals of the Voting Rights Act." *Hastert*, 777 F. Supp. at 650-51 (*citing United Jewish Org. of Williamsburgh, Inc. v. Carey*, 430 U.S. 144, 97 S. Ct. 996 (1977)).

make this assessment in a vacuum.

1. Determining the Role of Race in the Redistricting Plan

The court's analysis begins by recognizing two fundamental principles of redistricting. First, race is one of many demographic factors inherently considered in the redistricting process. As the Supreme Court observed in *Shaw*,

> redistricting differs from other kinds of state decisionmaking in that the legislature always is aware of race when it draws district lines, just as it is aware of age, economic status, religious and political persuasion, and a variety of other demographic factors.

___ U.S. at ___, 113 S. Ct. at 2826; *Miller*, ___ U.S. at ___, 115 S. Ct. at 2487. Second, legislatures also generally consider "traditional districting principles" -- compactness, contiguity, and respect for both political subdivisions and communities of shared interests -- in deciding how to reapportion district boundaries. The court's task is to isolate the role that race played in redistricting vis-a-vis the traditional race-neutral districting principles and other non-racial demographic factors. The court's undertaking is difficult in and of itself;[33] it is only made harder by the complex interplay of forces that enter a legislature's redistricting calculus. *Miller*, ___ U.S. at ___, 115 S. Ct. at 2488. In the end, however, only two conclusions are possible: first, race was the predominate consideration that guided the creation of the district; or second, race was but one of many factors of equal or greater weight that guided the creation of the district.[34]

If the court determines that race played the predominate role in drawing the district's boundaries, then the redistricting plan was racially gerrymandered. *See Miller*, ___ U.S. at ___, 115 S. Ct. at 2488-90; *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2824-28. Race plays the predominate role when the legislature has subordinated all other considerations, including the race-neutral traditional districting principles (*i.e.*, compactness, contiguity, and respect for both political subdivisions and communities of shared interests), to racial considerations in determining the district's configuration. *Id.* On the other hand, if the court determines that race was merely one factor among many other race-neutral factors accorded equal or greater

---

33 "The distinction between being aware of racial considerations and being motivated by them may be difficult to make." *Miller*, 115 S. Ct. at 2487.

significance by the legislature in drawing the district's boundaries, then race was not the predominate factor and the redistricting plan is not subject to strict scrutiny. *See Miller*, ___ U.S. at ___, 115 S. Ct. at 2488 ("where these [traditional districting principles] or other race-neutral considerations are the basis for redistricting legislation, and are not subordinated to race, a state can 'defeat a claim that a district has been gerrymandered on racial lines'") (*quoting Shaw*, ___ U.S. at ___, 113 S. Ct. at 2827); *DeWitt v. Wilson*, 856 F. Supp. 1409, 1415 (E.D. Cal. 1994) ("we conclude that in the context or redistricting, where race is considered only in applying traditional redistricting principles along with the requirements of the Voting Rights Act, that strict scrutiny is not required"), *aff'd in part and appeal dismissed in part* ___ U.S. ___, 115 S. Ct. 2637 (1995). In this manner, the traditional race-neutral districting principles function as "objective factors that may serve to defeat a claim that a district has been gerrymandered on racial lines." *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2827.

A district does not need to be bizarrely shaped to warrant constitutional review. *See Miller*, ___ U.S. at ___, 115 S. Ct. at 2486. According to the Supreme Court,

> Shape is relevant not because bizarreness is a necessary element of the constitutional wrong or a threshold requirement of proof, but because it may be persuasive circumstantial evidence that race for its own sake, and not other districting principles, was the legislature's dominant and controlling rationale in drawing its district lines.[35]

Id. Rather, parties may rely on evidence other than bizarreness to establish race-based districting. *Id.* (citations omitted).

The party challenging the district's constitutionality has the burden of persuasion to prove "that race was the predominant factor motivating the legislature's decision to place a significant number of voters within or without a particular district." *Miller*, ___ U.S. at ___, 115 S. Ct. at 2488. The predominance of race in redistricting may be shown "either through circumstantial evidence of a district's shape and demographics or more direct evidence going to the legislative purpose." *Id.* In sum,

---

34 One could argue that the presence of racially polarized voting represents a prior determination by the electorate that race overrides other issues in the political algebra of the community.

> a plaintiff must prove that the legislature subordinated traditional race-neutral districting principles, including but not limited to compactness, contiguity, respect for political subdivisions or communities defined by actual shared interests, to racial considerations.

Id.

2. Strict Scrutiny

Once a plaintiff has proven that racial considerations predominated, the court must subject the redistricting plan to strict scrutiny -- the "most rigorous and exacting standard of constitutional review." *Miller*, ___ U.S. at ___, 115 S. Ct. at 2490. There are two prongs to this examination: first, the racial classification must be justified by a compelling governmental interest; and second, the means chosen by the State must be narrowly tailored to achieve that goal. *Wygant v. Jackson Bd. of Educ.*, 476 U.S. 267, 274, 106 S. Ct. 1842, 1847 (1986) (plurality opinion) (citations omitted). Thus, to satisfy strict scrutiny, "the State must demonstrate that its districting legislation is narrowly tailored to achieve a compelling interest." *Miller*, ___ U.S. at ___, 115 S. Ct. at 2490 (*citing Shaw*, ___ U.S. at ___, 113 S. Ct. at 2829-2832; *City of Richmond v. J.A. Croson & Co.*, 488 U.S. 469, 494, 109 S. Ct. 706, 722 (1989) (plurality opinion); *Wygant*, 476 U.S. at 274, 280 & n.6, 106 S. Ct. at 1847, 1850 & n.6 (plurality opinion); *cf. Adarand Constructors, Inc. v. Pena*, ___ U.S. ___, 115 S. Ct. 2097, 2114 (1995)). Accordingly, once strict scrutiny is required, the burden shifts to the State defendants to prove that the racially drawn district is justified. *See Miller*, ___ U.S. at ___, 115 S. Ct. at 2490 (*citing Shaw*, ___ U.S. at ___, 113 S. Ct. at 2839-32); *Vera v. Richards*, 861 F. Supp. 1304, 1336 (S.D. Tex. 1994), *cert. granted* ___ U.S. ___, 115 S. Ct. 2639 (1995); *but see Shaw v. Hunt*, 861 F. Supp. 408, 435-36 (E.D.N.C. 1994), *cert. granted* ___ U.S. ___, 115 S. Ct. 2639 (1995).[36]

3. Subjecting a Court's Redistricting Order to Strict Scrutiny

The above standards notwithstanding, the defendant-intervenors

---

35 The *Miller* Court later reiterated this point:

> In sum, we make clear that parties alleging that a State has assigned voters on the basis of race are neither confined in their proof of evidence regarding the district's geometry and makeup nor required to make a threshold showing of bizarreness.

___ U.S. at ___, 115 S. Ct. at 2488.

argue that a court-ordered redistricting plan should not be subjected to strict scrutiny where, as in *Hastert*, the plan is imposed to remedy a constitutional or statutory violation. The defendant-intervenors contend in this regard that the Supreme Court's decisions in *Shaw* and *Miller* do not apply to this case because those decisions involved constitutional challenges to *legislatively* created congressional redistricting plans rather than a *court*-ordered redistricting plan. This distinction is without merit for three reasons.

First, the Supreme Court has historically recognized that in some respects, court-ordered remedial redistricting plans must be subject to stricter review than plans drawn by state legislatures. *See Upham v. Seamon*, 456 U.S. 37, 42, 102 S. Ct. 1518, 1521-22 (1982) (per

---

36 In *Shaw v. Hunt*, the district court on remand (from *Shaw v. Reno*) recognized a distinction between the burdens of production and of proof in a strict scrutiny analysis. The court reasoned that once a plaintiff proved that race was the predominate consideration and thereby triggered a strict scrutiny analysis, the burden of *production* shifted to the State to demonstrate that its use of race was justified by a compelling governmental interest. *See Shaw*, 861 F. Supp. at 435-36. However, the court concluded that the plaintiff at all times retained the ultimate burden of *persuasion* to establish the constitutional violation; as such, the plaintiff had the burden to prove that the State's use of race was not narrowly tailored to accomplish the asserted compelling interest. *Id.* This ruling has been appealed to the Supreme Court.

Although not explicitly stated, the defendant-intervenors agree with the district court's conclusion in *Shaw* on remand. (*See* DOJ Post-Trial Mem., at 3). The defendant-intervenors, like the *Shaw* court on remand, rely on Justice O'Connor's concurrence in *Wygant* to support their position. In *Wygant*, a plurality of Justices held that racially based lay-off preferences contained in a collective bargaining agreement violated the Equal Protection Clause. In her concurrence, Justice O'Connor wrote in pertinent part:

> [I]t is incumbent upon the [plaintiffs] to prove their case; they continue to bear the ultimate burden of persuading the court that the [defendants'] evidence did not support an inference of prior discrimination and thus a remedial purpose, or that the plan was not sufficiently 'narrowly tailored.' Only by meeting this burden [can] the plaintiffs establish a violation of their constitutional rights.

476 U.S. at 293, 106 S. Ct. at 1857 (O'Connor, J., concurring). The other Justices forming the Court's plurality, Chief Justice Burger and Justices Powell and Rehnquist, did not adopt this burden-shifting regimen but instead concluded only that "[t]he ultimate burden remains with the employees to demonstrate the unconstitutionality of an affirmative action program." *Id.* at 277-78, 106 S. Ct. at 1849.

This court declines to follow the burden-shifting approach (reminiscent of Title VII cases) advocated by Justice O'Connor in *Wygant* and adopted by the *Shaw*

curiam); *Wise v. Lipscomb*, 437 U.S. 535, 540, 98 S. Ct. 2493, 2497 (1978); *Connor v. Finch*, 431 U.S. 407, 414-15, 97 S. Ct. 1828, 1833-34 (1977). These courts have employed a more stringent standard to review court-ordered redistricting plans because reapportionment is a uniquely legislative task for which the court is not ideally suited. *See Connor*, 431 U.S. at 414-15, 97 S. Ct. at 1833-34. There, the Supreme Court explained:

> Legislative reapportionment is primarily a matter for legislative consideration and determination, . . . for a state legislature is the institution that is by far the best situated to identify and then reconcile traditional state policies within the constitutionally mandated framework of substantial population equality. Where a legislature has failed to reconcile these conflicting state and federal goals, a federal court is left with the unwelcome obligation of performing in the legislature's stead, while lacking the political

---

court on remand. First, the *Shaw* court on remand allocated the burden of proof without the benefit of the Supreme Court's decision in *Miller*. As previously noted, the *Miller* Court concluded that the "State must demonstrate that its districting legislation is narrowly tailored to achieve a compelling interest." The *Miller* Court thus imposed upon the State the dual burdens of demonstrating that a compelling state interest existed *and* that the challenged redistricting plan was "narrowly tailored" to accomplish that interest. This court will follow *Miller*, the controlling law at this time. *See also Bernal v. Fainter*, 467 U.S. 216, 227, 104 S. Ct. 2312, 2319 (1973) ("[t]o satisfy strict scrutiny, the State must show that [the challenged statute] furthers a compelling state interest by the least restrictive means practically available"); *In re Griffiths*, 413 U.S. 717, 721-22, 93 S. Ct. 2851, 2855 (1973) ("In order to justify the use of a suspect classification, a State must show that its purpose or interest is both constitutionally permissible and substantial, and that its use of the classification is 'necessary . . . to the accomplishment' of its purpose or the safeguarding of its interest."). Second, Justice O'Connor, writing for the Court in *Adarand*, acknowledged "[t]he Court's failure to produce a majority opinion in *Bakke*, *Fullilove* and *Wygant* left unresolved the proper analysis for remedial race-based government action." *Adarand*, ___ U.S. at ___, 115 S. Ct. at 2109. Finally, as a matter of policy, the State should bear the burden of proof once strict scrutiny is required since it is the State, and not the private litigant, that is promoting racially based action with all of its attendant harms. *See, e.g., Miller*, ___ U.S. at ___, 115 S. Ct. at 2486 (outlining potential harms of racially gerrymandered redistricting plans); *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2827-28 (same); *Wygant*, 476 U.S. at 273, 106 S. Ct. at 1846 ("This court has 'consistently repudiated distinctions between citizens solely because of their ancestry' as being 'odious to a free people whose institutions are founded upon the doctrine of equality.'") (*quoting Loving v. Virginia*, 388 U.S. 1, 11, 87 S. Ct. 1817, 1823 (1967)).

> authoritativeness that the legislature can bring to the task. In such circumstances, the court's task is inevitably an exposed and sensitive one that must be accomplished circumspectly and in a manner *'free from any taint of arbitrariness or discrimination.'*

Id. at 415, 97 S. Ct. at 1834 (citation omitted) (emphasis added); *accord Wise*, 437 U.S. at 540, 98 S. Ct. at 2497.[37] However, the stricter standard for court-ordered reapportionment plans applies "only to remedies required by the nature and scope of the violation. 'The remedial powers of an equity court must be adequate to the task, but they are not unlimited.'" *Upham*, 456 U.S. at 42, 102 S. Ct. at 1522 (*quoting Whitcomb v. Chavis*, 403 U.S. 124, 161, 91 S. Ct. 1858 (1971)). Thus, the legislative versus judicial distinction advocated by the defendant-intervenors is of no consequence where, as in *Hastert*, a court adopted a redistricting plan to remedy a constitutional or statutory violation. Such a court-ordered plan must be strictly scrutinized to ensure that the remedy itself is appropriate and constitutional.[38]

Second, where a State legislature has abdicated its redistricting duty to the court system, the courts are forced to act in a pseudo-legislative capacity. If a lesser standard is applied to court-ordered redistricting plans under these circumstances, the checks and balances inherent in our constitutional framework will be gravely injured in this discrete area. Subjecting a court-ordered plan to strict scrutiny is thus necessary to restore constitutional equipoise. In addition, applying the same standards to both court-ordered and legislatively created redistricting plans is further warranted by the disturbing and growing trend of gross dereliction of duty by State legislatures that are all too ready to leave the political thicket of redistricting to the federal courts.[39] Applying a lesser standard to a court-ordered redistricting plan would

---

37 "Legislative bodies should not leave their reapportionment tasks to the federal courts; but when those with legislative responsibilities do not respond, or the imminence of a state election makes it impractical for them to do so, it becomes the 'unwelcome obligation' of the federal court to devise and impose a reapportionment plan pending later legislative action. In discharging this duty, the district courts 'will be held to stricter standards than will a state legislature.'" *Wise*, 437 U.S. at 540, 98 S. Ct. at 2497 (*quoting Connor*, 431 U.S. at 424, 97 S. Ct. at 1833).

only reward such cowardice and encourage more state legislatures to forsake their duties and seek political refuge behind the court's robes. Protecting the integrity of the court requires application of an equal standard of review where, as here, the court is forced by legislative nonfeasance to perform what is a uniquely legislative task.

Third, the Supreme Court in *Adarand* most recently held that all racial classifications imposed by any governmental actor -- whether federal, state or local -- must be analyzed by a reviewing court under strict scrutiny. ___ U.S. at ___, 115 S. Ct. at 2117. Justice O'Connor, writing for the Court, observed that the Court's prior decisions through *Croson* had established three general propositions with respect to governmental racial classifications:

> First, skepticism: '[a]ny preference based on racial or ethnic criteria must necessarily receive a most searching examination.' Second, consistency: 'the standard of review under the Equal Protection Clause is not dependent on the race of those burdened or benefited by a particular classification . . . *i.e.*, all racial classifications reviewable under the Equal Protection Clause must be strictly scrutinized. And third, congruence: '[e]qual protection analysis in the Fifth Amendment is the same as that under the Fourteenth Amendment.'

Adarand, ___ U.S. at ___, 115 S. Ct. at 2111 (citations omitted).

---

38 The Democratic National Committee argues in its *amicus* brief that the Supreme Court has historically distinguished between court-ordered and legislative plans, citing two examples: first, unlike redistricting plans drawn by state or local governments subject to §5 of the Voting Rights Act, 42 U.S.C. §1973c, remedial redistricting plans adopted by a federal court do not need to receive preclearance from the Attorney General or a special three-judge federal court in the District of Columbia; and second, "when a federal court must devise its own remedial plan, it is necessary to determine whether the proposed remedial plan is 'court ordered' or 'legislative', to determine whether at-large districts may be included." (DNC Mem., at 10-11). Notwithstanding the facts that the theory underpinning the first example is falsifiable since §5's preclearance requirements do not apply to all State legislatures and that the second example implicitly recognizes that a court can act in a legislative capacity in fashioning a redistricting plan, the DNC's position is positively unavailing in light of the Supreme Court's pronouncements in *Upham*, *Wise*, and *Connor* (none of which was properly cited in the DNC s brief).

39 State legislatures in California, Florida, Illinois (repeatedly), and most recently Georgia, among others, have inexcusably abandoned their constitutional redistricting duties to the courts.

Justice O'Connor concluded:

> Taken together, these three propositions lead to the conclusion that any person, of whatever race, has the right to demand that *any governmental actor* subject to the Constitution justify any racial classification subjecting that person to unequal treatment under the strictest judicial scrutiny.

Id. (emphasis added). Although *Adarand* did not involve a challenge to a court-ordered racial classification, the scope of the Court's conclusion must be extended to include the judicial branch. See, *e.g.*, *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2832 ("Racial classifications with respect to voting carry particular dangers. Racial gerrymandering, even for remedial purposes, may balkanize us into competing racial factions; . . . . It is for these reasons that race-based districting by our state legislatures demands close judicial scrutiny."). Accordingly, strict scrutiny may be applied to court-ordered reapportionment plans drawn predominately on the basis of race.[40]

The defendant-intervenors and Democratic National Committee, as *amicus curiae*, nonetheless argue that a lesser standard of review should be applied to court-ordered remedial redistricting plans, *citing DeWitt v. Wilson*, 856 F. Supp. 1409 (E.D. Cal. 1994).[41] This case is both factually and legally distinguishable. In 1991, the California Supreme Court appointed a panel of Masters to develop and recommend a redistricting plan after the governor vetoed the legislature's reapportionment plan and legislative malaise set in. 856 F. Supp. at 1410. The Masters conducted public hearings and submitted a report and recommendation to the California Supreme Court, which the Supreme Court adopted. *Id.* (*citing Wilson v. Eu*, 1 Cal. 4th 707, 4 Cal. Rptr. 2d 379, 823 P.2d 545 (1992)). A California registered voter subsequently challenged the court-ordered redistricting plan, claiming that it "relied on race-conscious reapportionment and diluted white voter strength in violation of the Equal Protection Clause

---

40 In *Croson*, the Supreme Court observed that "[t]he purpose of strict scrutiny is to 'smoke out' illegitimate uses of race by assuring that the legislative body is pursuing a goal important enough to warrant use of a highly suspect tool." 488 U.S. at 493, 109 S. Ct. at 721. Citing this language, the defendant-intervenors argue that strict scrutiny is more suited for legislative action than federal court action. While this observation may be generally true, it is not without exception. In *Miller*, the Court concluded that a plaintiff could establish that racial

of the Fourteenth and Fifteenth Amendments." *Id.* The district court granted summary judgment for the State, concluding that the redistricting plan did not fall within the parameters of *Shaw v. Reno*.

The *DeWitt* court, citing with approval the California Supreme Court's findings in *Wilson v. Eu*, concluded that "[n]o bizarre boundaries were created" and that "the Master's Report sought to balance the many traditional redistricting principles, including the requirements of the Voting Rights Act." 856 F. Supp. at 1413. The court framed the issue as follows:

> This case . . . involves the constitutionality of a redistricting plan that created majority-minority districts in a manner that was consistent with traditional redistricting principles, not based solely on race, and not involving extremely irregular boundaries. It involves the question left open by the Court in *Shaw*.

Id. The *DeWitt* court concluded that the plaintiff failed to state a claim for racial gerrymandering because

> [t]he Masters did not draw district lines based deliberately and solely on race, with arbitrary distortions of district boundaries. The Masters . . . properly looked at race, not as the sole criteria in drawing lines but as one of the many factors to be considered. We agree with the California Supreme Court that the Masters' Report evidences a judicious and proper balancing of the many factors appropriate to redistricting . . . .

Id. It further held that "in the context of redistricting, where race is considered only in applying traditional redistricting principles along

---

considerations predominated either through circumstantial evidence of shape and demographic factors or through direct evidence of the legislature's purpose. ___ U.S. at ___, 115 S. Ct. at 2488. Given these differing methods of proof, strict scrutiny would not "entail the in-depth examination of the federal court that ordered the plan" envisioned by the defendant-intervenors where a plaintiff relies on circumstantial evidence to challenge the court-ordered redistricting plan. In fact, it has already been determined in *Johnson v. Mortham*, that a court-ordered remedial congressional redistricting plan adopted in 1992 will be subjected to strict scrutiny under the standards articulated in *Miller*. *See Johnson*, ___ F. Supp. ___, 1995 WL 707856 (N.D. Fla. Nov. 20, 1995) (discussed in footnote 18 *supra*).

41 The United States Supreme Court summarily affirmed the decision in *DeWitt* on the same day that it issued its decision in *Miller v. Johnson*. *See* ___ U.S. ___, 115 S. Ct. 2637 (1995) (affirming *DeWitt* in part and dismissing the appeal in part).

with the requirements of the Voting Rights Act, . . . strict scrutiny is not required." *Id.* at 1415.

The Democratic National Committee reasons that since the Supreme Court summarily affirmed the decision in *DeWitt* on the same day that it decided *Miller v. Johnson*, it must have intended not to subject the court-ordered redistricting plan to the "predominant use of race test" announced in *Miller*. The DNC therefore speculates that if the Supreme Court had intended to subject a court-ordered plan to the same strict scrutiny applied in *Miller* to a legislatively enacted redistricting plan, the Court would have vacated the *DeWitt* decision and remanded it for further proceedings in light of *Miller*. Such a speculative inference is patently unreasonable given the *DeWitt* court's express findings that traditional race-neutral districting principles were not subordinated to racial considerations in the redistricting process. To the contrary, a much more reasonable (and indeed more probable) inference to be drawn from the timing and texts of the *Miller* and *DeWitt* decisions is that the *Miller* Court implicitly recognized the facts and holding of *DeWitt* when it wrote:

> Where these [traditional districting principles] or other race-neutral considerations are the basis for redistricting legislation, and are not subordinated to race, a state can 'defeat a claim that a district has been gerrymandered on racial lines.'

Miller, ___ U.S. at ___, 115 S. Ct. at 2488 (*citing Shaw*, ___ U.S. at ___, 113 S. Ct. at 2827). *DeWitt* does not establish that court-ordered redistricting plans avoid strict scrutiny; rather, it completes the rule announced in *Shaw* and *Miller*. That is, strict scrutiny will only apply where racial considerations predominate over traditional race-neutral districting principles.

This court therefore concludes that since racial considerations predominated over all other factors in the configuration of the Fourth Congressional District adopted by the *Hastert* court (*see infra* section IV.B), the court-ordered plan must be subject to strict scrutiny.

B. Racial Considerations Predominated in Configuring the Fourth Congressional District

The Supreme Court in *Miller* identified two means of establishing that race predominated over all other considerations in the drawing of district boundaries; namely, circumstantial evidence of a district's shape and demographics or direct evidence of the legislative purpose.

Since the Illinois General Assembly did not create the majority-minority Hispanic Fourth Congressional District, King's only apparent recourse was to prove that the *Hastert* court adopted a racially based redistricting plan through circumstantial evidence. Establishing that racial considerations predominated over all of the other complex factors involved in redistricting through indirect, inferential evidence is an extremely difficult burden under any set of circumstances. Establishing that race predominated in a *court-ordered* redistricting plan would normally make this burden exponentially more difficult. Three factors, however, eased rather than enhanced the difficulty of King's burden: first, the *Hastert* court employed a unique process to select a redistricting plan; second, the *Hastert* court found that the Fourth Congressional District was bizarrely configured; and third, the *Hastert* court did not make any findings of fact to explain how and why the district's boundaries came to have such a bizarre configuration. The interplay of these three factors enabled King to fulfill his burden.

1. The Unique Process of Selecting a Redistricting Plan[42]

At the onset of the consolidated *Hastert* proceedings, the various litigants presented six different reapportionment plans to the court for consideration. Due to significant time constraints, the court did not have the option of bifurcating the proceedings to separately decide the legal issues (*e.g.*, the constitutionality of the existing plan; whether Section 2 of the Voting Rights Act required the creation of an Hispanic majority district) and the appropriate remedy. The court thus was unable to conduct hearings (or appoint a Master to do the same) to consider the merits and constitutionality of each of these submitted plans. The court instead adopted streamlined discovery and trial procedures which facilitated and condoned the pre-trial resolution of disputed issues by the litigants. Two of these pre-trial agreements are particularly important to this analysis: first, the parties universally agreed that population and demographic changes "mandated the creation of an Hispanic majority district;" and second, the parties agreed in principle to the configuration of the proposed Hispanic district. As a result of other pre-trial agreements, the parties revised

---

42 Although this court has previously set-forth a detailed summary of the *Hastert* court proceedings, *see supra* part III, the *Hastert* court's methodology bears repeating to demonstrate more precisely the consequences of that methodology on this court's decision.

and eliminated competing redistricting plans until only two remained for the court's consideration. The court's primary task at trial was thus narrowed to determining which of these two revised plans better met constitutional and statutory requirements. Since the configuration of the Fourth Congressional District was virtually the same regardless of which proposed plan the court adopted, the district's bizarre shape was effectively determined by the *litigants* and not the court.[43] Under these circumstances, the litigants' intentions and purpose become an important source of information on the role that race played in the configuration of the boundaries' borders.[44]

2.The Bizarrely Drawn District

The Fourth Congressional District is an uncouth configuration: a Rorschach ink blot turned on its side; a wobbly eighth note; an unusually shaped bar-bell. However it is characterized, its shape is bizarre. The District's extremely irregular configuration creates a strong inference (but not a presumption) that its shape rationally cannot be understood as anything other than an effort to separate voters into different districts on the basis of race. *See, e.g., Miller*, ___ U.S. ___, 115 S. Ct. at 2486 (shape may be persuasive circumstantial evidence that race for its own sake was the dominant rationale in the drawing of district lines); *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2826-2828; *Johnson v. Mortham*, ___ F. Supp. ___, 1995 WL 707856, at *20 (N.D. Fla. Nov. 20, 1995) (evidence of bizarre configuration by itself was sufficient to establish racial gerrymander).

3. The Lack of Findings of Fact by the Hastert Court

An important effect of the streamlined *Hastert* pre-trial and trial procedures was the transfer of many of the court's fact finding

43 While it is true that the *Hastert* court affected the shape of the Fourth Congressional District by selecting the proposed *Hastert* plan over the *Rosebrook* plan, the demonstrable impact of that choice on the configuration of the district's boundaries was *de minimis*. The *Hastert* court thus did not understate the impact of the parties' pre-trial agreement on district's configuration when it observed that this agreement may have been "the crucial factor in facilitating the creation of an Hispanic district."

44 The defendant-intervenors caution against relying extensively on such evidence because the court ultimately selected the plan and its motivations for doing so may have differed substantially from the drafters' intentions. This court will defer to the reasons expressed in the *Hastert* opinion concerning why that court adopted the proposed *Hastert* plan over the proposed *Rosebrook* plan. Where, however, the *Hastert* court did not make any specific findings that contradict or undermine the expressed intent of the litigants, this court will consider evidence relating to their intent.

responsibilities to the parties. As a result of these streamlined procedures, a significant part of the evidentiary portion of the trial was eliminated through stipulation. The *Hastert* court frequently acknowledged that the parties had resolved complex issues via stipulation but the court failed to address or recite the factual predicate underpinning the stipulations. While this practice may have been appropriate under the pressing time constraints in 1991, it has had the collateral effect of limiting the factual record upon which this court must rely to evaluate King's claim.

This court's task is to determine what role racial considerations played in the configuration of the Fourth Congressional District's boundaries. In doing so, this court is confined to the factual determinations made by the *Hastert* court as set forth in that court's opinion. This court cannot retroactively supplement the *Hastert* court's factual record. As such, unless the *Hastert* court made a specific finding (*e.g.*, socio-economic factors were considered in drawing the district's boundaries), the default rule must be that the *Hastert* court did not consider the role that the particular factor played in the district's bizarre configuration. This default rule is required to ensure that the court-ordered redistricting plan is "free from any taint of arbitrariness or discrimination." *See Connor*, 431 U.S. at 415, 97 S. Ct. at 1834.

4. Application

Almost from the outset of the *Hastert* litigation, the litigants agreed to create an Hispanic majority-minority district. This agreement is not, however, sufficient to establish that racial considerations predominated over all other factors in the creation of the district's actual borders. The focus here is not on the justifications supporting the creation of an Hispanic majority district but rather on how the specific boundaries of the Fourth Congressional District came to be drawn. While the *Hastert* opinion provides a broad perspective on the factors facilitating the adoption of the Hispanic district, the court did not make any specific findings explaining how or why the district's specific boundaries came to exist. This omission notwithstanding, the only reasonable conclusion that can be drawn from the shape and demographics of the district is that racial considerations predominated over all other factors in the configuration of the Fourth Congressional District.

First, the pragmatic requirements of creating *four* super-majority minority districts located principally within the City of Chicago

necessarily forced the map makers to draw district boundaries with race as a major consideration.[45] As the *Hastert* court revealed, the goal of the litigants was to create a new Hispanic majority district while maintaining the three African-American super-majority districts (*i.e.*, the First, Second and Seventh Congressional Districts) created by federal court order in 1981. Substantial demographic changes in the city's minority population during the 1980s made accomplishing this goal a particularly difficult task. While the Hispanic population generally grew, the three majority African-American districts created in 1981 experienced significant losses in population, especially African-American population. *See Hastert*, 777 F. Supp. at 646 n.19. In addition, the African-American population generally moved south. *Id.* These demographic changes caused the litigants to "radically alter" the configuration of the three 1981 African-American districts to ensure that an African-American population of 65% or more could be maintained in each of the First, Second and Seventh Congressional Districts.[46] *Id.* Since the city's minority population is finite and the constitutional requirement of one person-one vote unforgiving in its application, the radical alteration of the three African-American super-majority districts necessarily affected the boundaries of the Hispanic majority district. The result was inevitable: a bizarrely drawn Hispanic district whose boundaries were created to maximize its Hispanic population while permitting the African-American super-majority districts with which it shared common borders to maximize their respective African-American populations in order to achieve the desired 65% minority population threshold in each district.[47]

Second, the only factor that consistently explains the precise configuration of the district's boundaries is race. The Defendant-intervenors correctly point out that traditional non-racial districting principles were considered in the configuration of the Fourth Congressional Districts. Affidavits submitted into evidence establish that the litigants, at least at the outset of the *Hastert* litigation, considered factors such as compactness, contiguity, respect for political

---

45 As previously noted, a super-majority African-American district contains an African-American population that represents 65% of the district's total population and 60% of its voting age population. A super-majority Hispanic district contains the same ratios of Hispanic population. According to the *Hastert* court, these population ratios are required to ensure a safe minority congressional seat. 777 F. Supp. at 647 & n.20.

subdivisions and communities of shared interests in the initial configuration of the Fourth Congressional District. However, it is the degree of consideration, and not the mere fact of consideration, that is crucial.

To a certain extent, the clustering of Hispanics into two densely populated enclaves provided map makers with the luxury of resorting to traditional districting principles. It is not surprising to find that a comparatively small district with two densely packed minority enclaves is (excluding the connector) more compact and more respectful of political subdivisions than a larger district drawn to capture a more dispersed minority population.[48] District to district comparisons do not, therefore, necessarily inform the court of the role played by traditional districting principles in the configuration of the Fourth Congressional District. Rather, the inquiry must necessarily focus on the manner in which the boundaries are drawn to determine whether a rational pattern emerges to explain the district's configuration on grounds other than race (*e.g.*, do the intricately shaped boundaries follow or cross precinct borders? ward borders? natural or man-made barriers?, *etc.*). If race is considered with other factors of equal or greater weight, the configuration of the district should have some objectively verifiable explanations (*e.g.*, the border in part separates traditionally Democratic and Republican Party electoral strongholds). If an objectively determinable pattern does not emerge based on non-racial districting factors, the only plausible explanation of the district's configuration is race. Alternatively stated, the question is whether racial considerations substantially explain the configuration of the district's borders; if the answer is yes, racial considerations will have predominated.

In this case, a careful analysis of the Fourth District's boundaries

---

46 The litigants substantially agreed prior to trial to the reconfiguration of the Second Congressional District, *id.* at 640, and apparently reached an agreement in principle on the reconfiguration of the First and Seventh Congressional Districts, save for the placement of Chicago's politically influential Second Ward.

47 The *Hastert* court acknowledged as much, stating:

> The location of the Chicago Hispanic community in two highly concentrated enclaves on either side of the Seventh Congressional District on Chicago's near northwest and near southwest sides necessarily requires an odd configuration to accommodate the creation of an Hispanic district and the three super-majority African-American districts dictated under the Voting Rights Act.

777 F. Supp. at 650.

establishes that they were drawn to maximize the percentage of Hispanics located within the district.[49] As King's witness Cleveland testified, the lines of the Fourth Congressional District follow the concentrations of the Hispanic population with "exquisite" detail. The district's boundaries were drawn at the census block level, which roughly corresponds to a city block.[50] While the map makers had to use census block data to ensure population equality, the census block data contained racial data at the city block level. This data permitted the map makers to draw the district's boundaries on a block-by-block basis in order to maximize the concentration of Hispanics within the district. As a result, when a map of the Fourth Congressional District is superimposed over a map showing the concentration of the Hispanic population drawn at the census tract level, the district map "includes virtually all areas of high percent Hispanic concentration on the northern . . . part of the City of Chicago as well as virtually all of the areas of high Hispanic concentration on the southern part of the City of Chicago." (Def. Int. Exh. 12, at 105). The same is true when the exercise is repeated at the census block level based upon the percentage

---

48 In the context of assessing the *Gingles* threshold requirements of a §2 Voting Rights Act claim, the *Hastert* court found that the "Chicago/Cook County Hispanic community is sufficiently large and geographically compact to constitute a single district majority." This finding does not establish, however, that the *Hastert* court also found that the district drawn to accommodate this community was compact. For example, a fairly small rectangle can be drawn around the two enclaves on the near northwest and near southwest sides of the city that would include a substantial majority of the Hispanic population within the City of Chicago. This rectangle serves as evidence of the Hispanic community's geographic compactness. The Fourth Congressional District, however, would not fit within the area of this same rectangle: neither the western connector nor the two promontory points jutting out of the district's two core areas fall inside this rectangle. The finding of geographic compactness to satisfy a *Gingles* threshold factor thus does not correspond to a separate finding that the Fourth Congressional District was also compact.

The *Hastert* court did not make any findings concerning the compactness of the Fourth Congressional District. Under the default rule previously articulated, this court must conclude that compactness was not considered in the configuration of the Fourth Congressional District. In any event, this court finds that the Fourth Congressional District is not visually compact. *See Schrage v. State Bd. of Elections*, 88 Ill. 2d 87, 98, 430 N.E.2d 483, 487 (1981) (recognizing visual inspection as appropriate means for evaluating compactness); *Martin v. Soucie*, 109 Ill. App. 3d 731, 734-35, 441 N.E.2d 131, 133-34 (3d Dist. 1982). In addition, unless the court completely discounts the 4.7% of the district's population dispersed throughout the western connector, the district is not functionally compact either.

of Hispanic concentration, *see* (Def. Int. Exh. 4, Map 1), and when Latino plurality block groups are considered.[51] (*Id.*, Map 2).

This close correlation is not surprising given the racial demographics of the city discussed earlier. Indeed, the *Hastert* court expressly found that racial considerations dictated the configuration of the two appendages jutting out of the district's two core areas. The court stated in this regard:

> To ensure a sufficient Hispanic concentration within the proposed district, both maps shoot rays out from the northwest and southwest enclaves *to capture additional Hispanic population.*

Hastert, 777 F. Supp. at 648 n.24 (emphasis added). Portions of the western connector are also explainable only on racial grounds. For example, the portion of the Stickney township included in the Fourth Congressional District is 81.6% Hispanic and only 14.5% white while the portion of the township allocated to the Third Congressional District is 5.5% Hispanic and 93.2% white. Similarly, in Proviso Township, 57% of the township population included in the Fourth Congressional District is Hispanic and 36.6% is white while the portion

---

49 As adopted in 1991, the Fourth Congressional District has a total population of 571,530; of this amount, Hispanics account for sixty-five (65%) of the total population and fifty-nine (59%) of the voting age population. Over ninety-five percent (95%) of the district's population lives within the two core areas of the district located on the near northwest and near southwest sides of the city. The remaining 4.7% of the district's population lives within the narrow, C-shaped "western" connector that runs around the northern, western and southern borders of the Seventh Congressional District. Central Avenue in the City of Chicago serves as the dividing line between the western connector and the two core areas. The western connector, which contains a significant amount of vacant land, park land, cemeteries and industrial areas, connects the district's northern and southern core areas and thereby serves as a land bridge to ensure the district's contiguity. This contiguity, however, is "hypertechnical[] and . . . cynical[]," *see Hays v. State of Louisiana*, 839 F. Supp. 1188, 1200 (W.D. La. 1993), since it is preserved through the use of non-populated parks and barren industrial areas.

50 The 1990 Bureau of Census computer tapes divide census data into different units of aggregation. The most elementary level is the census block, which lists the population, voting age population and racial make-up of each city block. The next level of data aggregation is the census group block, which provides socio-economic data for larger groups composed of multiple census blocks. The district's boundaries do not conform to but rather split at least 150 census group blocks. For this reason, the district cannot have been drawn at the census group block level.

of the township included in the Third Congressional District is 4.9% Hispanic and 79.3% white.

The evidence also establishes that the boundaries of the Fourth Congressional District split a number of political subdivisions, including: eight (8) townships -- six (6) of which have population in the district; eighteen (18) municipalities -- sixteen (16) of which had population in the district; twenty (20) aldermanic wards; and two-hundred eighteen (218) precincts.[52] With the exception of precincts, other Illinois congressional districts split a comparable or greater number of subdivisions compared to the Fourth District: the Third, Sixth and Eleventh Districts split a similar number of townships (9, 8 and 7, respectively); the Second, Third, Sixth, Eighth, Eleventh and Thirteenth Districts all split more municipalities; and the First and Seventh Districts split a comparable number of aldermanic wards (19 and 15, respectively). This data, however, is of extremely limited usefulness because there is no meaningful standard against which it is to be measured. The data permits the uncertain conclusion that compared to other Illinois congressional districts, the map of the Fourth Congressional District did not excessively split political subdivisions. But this conclusion does not mean that respect for political subdivisions was not subordinated to racial considerations within the context of the Fourth Congressional District's boundaries. The data submitted does not inform the court one way or the other on this inquiry, and is therefore disregarded.[53]

The defendant-intervenors also argue that the district's configuration may be explained by socio-economic factors. To that end, Dr. David Garth Taylor testified at trial that the city's Caucasian, Hispanic and African-American populations have substantially different socio-economic status when home ownership, income, labor force

---

51 The former measure examines the percentage of Hispanics in any given census block (*e.g.*, 40% of the block's population is Hispanic) while the latter measure examines the racial composition of the entire census block. An Hispanic plurality census block exists when the largest population group among all the racial groups living within that block is Hispanic.

52 These numbers were based upon the wards and precincts that existed at the time of the *Hastert* litigation. In 1992, the wards and precincts were realigned. Although Mr. Cleveland did not determine the number of wards split by the Fourth Congressional District after the realignment, he did disclose that the Fourth Congressional District split only sixty-one (61) of the realigned 1992 precincts. Mr. Cleveland's analysis properly focused, however, on the ward and precincts

participation, education and poverty levels are considered. Since the Fourth Congressional District is sixty-five percent (65%) Hispanic, it is not surprising that superimposing the socio-economic data onto maps of the city's congressional districts reveals that the electorate of the Fourth District have more socio-economic characteristics in common than the electorate of adjacent congressional districts. This observation notwithstanding, the socio-economic data does not explain the district's configuration. First, the socio-economic data was only available at the census group block level while the district was drawn at the smaller census block level. The defendant-intervenors have thus not shown that the socio-economic factors analyzed by Dr. Taylor were available or used at the time of the district's configuration.[54] Second, the *Hastert* court did not make any findings of fact concerning what role, if any, socio-economic factors played in the drawing of the district's boundaries. Hence, at best, the socio-economic model can only retrospectively explain the district's configuration but cannot demonstrate that the socio-economic data actually played a role in the configuration of the district's boundaries. Thus, while the socio-economic data establishes that the Hispanic community faces common issues, it fails to demonstrate that racial considerations did not predominate in the drawing of the district's actual boundaries. *See also Vera v. Richards*, 861 F. Supp. 1304, 1338 (S.D. Tex. 1994), *cert. granted* ___ U.S. ___, 115 S. Ct. 2639 (1995) (same result); *Hays v. State of La.*, 839 F. Supp. 1188, 1203 (W.D. La. 1993) (same).[55]

Accordingly, this court concludes that racial considerations predominated in the configuration of the Fourth Congressional District, which was adopted but not drawn by the *Hastert* court.

IV. Strict Scrutiny

Having concluded that racial considerations predominated, this court must now subject the Fourth Congressional District to strict scrutiny; the district will only pass constitutional muster if it is narrowly tailored

---

that existed at the time of the *Hastert* proceedings, since these were the only boundaries the map makers could have considered. In addition, it would be improper to consider the effect of the 1992 realignment, since it would be impossible to isolate what effect, if any, the Fourth Congressional District's boundaries adopted in 1991 had on the map makers who redrew the wards and precincts in 1992.

53 The *Hastert* court did not make any findings on this issue.

to serve a compelling state interest. Submitting a redistricting plan to strict scrutiny does not automatically toll the bells. The Supreme Court in *Adarand Constructors, Inc. v. Pena* most recently sought "to dispel the notion that strict scrutiny is 'strict in theory, but fatal in fact.'" ___ U.S. ___, 115 S. Ct. 2097, 2117 (1995) (citation omitted).

The defendant-intervenors contend that the *Hastert* court found and articulated a compelling government interest justifying the racially based configuration of the Fourth Congressional District; namely, remedying a potential violation of Section 2 of the Voting Rights Act. King raises two arguments in response: first, the *Hastert* court erred in finding that Section 2 of the Voting Rights Act required the creation of an Hispanic majority district; and second, remedying a Section 2 violation is not a compelling government interest. Since the Supreme Court has not yet decided the latter proposition, prudence dictates that this court should address and resolve King's first argument before considering what is really the threshold argument for this strict scrutiny analysis.

A. Whether the *Hastert* Court's Section 2 Finding Was Clear Error

The passage of time since the *Hastert* decision was announced in 1991 has provided this court with a unique vantage point from which to assess the validity of King's allegations of error. More specifically, two congressional elections have been held since 1991; in both elections, an Hispanic candidate was elected to Congress from the Fourth Congressional District. These electoral results minimize in many respects the force of King's arguments that the *Hastert* court erred in finding that the three *Gingles* prerequisites were satisfied. The Supreme Court in *Growe v. Emison* recently reiterated the reasons for the *Gingles* threshold requirements:

> The 'geographically compact majority' and 'minority political cohesion' showings are needed to establish that the minority has the potential to elect a representative of its

---

54 According to Cleveland, King's expert, this data was not published by the Census Bureau until May 15, 1992, almost six months after the *Hastert* court issued its decision. Whether this information was available to the *Hastert* litigants is not known.

55 *Vacated Louisiana v. Hays*, ___ U.S. ___, 114 S. Ct. 2731 (1994), *on remand*, *Hays v. State of La.*, 862 F. Supp. 119 (W.D. La. 1994), *vacated United States v. Hays*, ___ U.S. ___, 115 S. Ct. 2431 (1995), *on remand Hays v. State of La.*, No. 92-1241, slip op. (W.D. La. Jan 5, 1996).

> own choice in some single member district, *see Gingles*, 478 U.S. at 50 n.17, 106 S. Ct. at 2765 n.17. And the 'minority political cohesion' and 'majority bloc voting' showings are needed to establish that the challenged districting thwarts a distinctive minority vote by submerging it in a larger white voting population, *see Gingles*, *supra*, at 51, 106 S. Ct. at 2766.

507 U.S. 25, 113 S. Ct. 1075, 1084 (1992). The *Hastert* court's conclusions about the potential of the Hispanic electorate to elect a representative of its own choice have proved prescient in light of the 1992 and 1994 congressional election results. These same electoral successes, however, are fundamentally at odds with the purpose of the majority bloc voting prerequisite. While non-Hispanic racial bloc voting patterns did not thwart the election of the Hispanic's candidate of choice in the 1992 and 1994 congressional elections, discounting the effect of racially polarized voting based upon these two election results would be premature. The *Hastert* court found racial bloc voting at the federal, state and local levels; the framework for assessing the third *Gingles* prerequisite is thus broader than congressional elections. As the Supreme Court has recognized, "[t]he *Gingles* factors cannot be applied mechanically and without regard to the nature of the claim." *Johnson v. DeGrandy*, ___ U.S. ___, 114 S. Ct. 2647, 2654 (1994) (*quoting Voinovich v. Quilter*, 507 U.S. 146, 113 S. Ct. 1149, 1157 (1993)). The *Gingles* prerequisites must nevertheless be clearly established. To that end, the Supreme Court has admonished that racial bloc voting and minority group political cohesion can never be assumed but must be specifically proven in each case.[56] *Growe*, 507 U.S. at ___, 113 S. Ct. at 1085.

King first argues that the *Hastert* court erred in finding that the Hispanic community was sufficiently numerous to constitute a majority in a properly drawn district. The genesis of this alleged error was the *Hastert* court's failure to determine the proper *eligible* minority voting population, which King defines as Hispanic citizens of voting age. *See Campos v. City of Houston*, 894 F. Supp. 1062, 1065 (S.D. Tx. 1995) (data on voting age Hispanic citizens is the proper measure of an Hispanic population's ability to create a majority voting district); *Romero v. City of Pomona*, 883 F.2d 1418, 1425 (9th Cir. 1989) (affirming district court's conclusion that none of the proposed districts had a majority Hispanic population once citizenship and voting age

were considered); *see also Vera v. Richards*, 861 F. Supp. 1304, 1340 n.49 (S.D. Tx. 1994) (while noting that Section 2 vote dilution claims "are ordinarily premised on measures of citizen voting age population," the court assumed for equal protection purposes that "Hispanics are Hispanics, whether citizens or not"), *cert. granted* ___ U.S. ___, 115 S. Ct. 2639 (1995).

Other courts have agreed in principle that only eligible minority voters should be considered in determining numerosity; however, these courts have defined eligible minority population to mean minority voting age population. *See, e.g., McNeil v. Springfield Park Dist.*, 851 F.2d 937, 944-45 (7th Cir. 1988), *cert. denied* 490 U.S. 1031, 109 S.Ct. 1769 (1989); *Ketchum v. Byrne*, 740 F.2d 1398, 1412 (7th Cir. 1984); *League of United Latin Am. Citizens v. North East Indep. School Dist.*, 903 F. Supp. 1071, 1084 (W.D. Tx. 1995) (noting that with the exception of *Campos*, the district courts in the Fifth Circuit consider voting age population in evaluating the first *Gingles* prerequisite). The Seventh Circuit in *McNeil* explained the reason for the voting age population limitation as follows:

> Read literally, the *Gingles* population requirement could be construed to require that the minority group constitute a majority only of the total population in a proposed single-member district. Substantial evidence and common sense, however, dispute this construction. . . . The threshold requirement roughly measures minority voters' potential to elect candidates of their choice. Because only minorities of voting age can affect this potential, it is logical to assume that the Court intended the majority requirement to mean a voting age majority. Viewed another way, those ineligible to vote have not experienced a dilution of their vote. They are not parties to a Section 2 claim.

851 F.2d at 945. The Seventh Circuit has not yet addressed whether citizenship should also be considered a component of voter eligibility

---

56 The district court must make specific findings to support each *Gingles* prerequisite. *See Statewide Reapportionment Advisory Comm. v. Theodore*, ___ U.S. ___, 113 S.Ct. 2954 (1993) (where the Court adopted the position advanced by the Solicitor General that the three judge panel had given inadequate consideration to and made inadequate findings concerning §2 of the Voting Rights Act and remanded the case for further development of the record in accordance with the points raised in the Solicitor General's *amicus* brief).

for the *Gingles* population requirement.[57] The Supreme Court has also not decided this issue. *See DeGrandy*, ___ U.S. at ___, 114 S. Ct. at 2655-56; *Growe*, 507 U.S. at ___ n.4, 113 S. Ct. at 1083 n.4.

This court too declines to resolve this question since King has not established via competent evidence that the Hispanic citizen voting age population falls below fifty percent.[58] Hence, regardless of which measure this court uses -- total population, voting age population, or citizen voting age population -- the *Hastert* court properly found that the City of Chicago/Cook County community was sufficiently numerous to constitute a majority in a properly drawn district. The congressional election results of 1992 and 1994 serve to confirm this conclusion.

King next contends that the *Hastert* court erred in finding that the Hispanic community was politically cohesive. The premise of his argument is that the Puerto Rican and Mexican-American communities, which together account for the overwhelming majority of Chicago's Hispanic community, have different cultural, social, political and economic concerns that serve to separate rather than unify the Latino community. King further contends that these differences have manifested themselves in ethnically polarized bloc voting. Mexican-Americans predominately vote for Mexican-American candidates while Puerto-Ricans predominately vote for Puerto Rican candidates. The lay opinion elicited by King at trial to demonstrate and substantiate the claimed lack of cohesion was mainly anecdotal, often incredible, and wholly insufficient to support the inferences and conclusions King seeks to draw. King has thus failed to establish that the *Hastert* court's finding of political cohesiveness

---

57 The Seventh Circuit in *Ketchum* flirted with the idea of considering citizenship as a measurement of population, *see* 740 F.2d at 1415 (advising district court that it could consider whether the Hispanic wards on the Southwest Side should have their majorities calculated on the basis of "only those individuals who are eligible, as citizens, to vote"), but it did so because "there should be an appropriate corrective for non-citizenship." *Id.* at 1415 n.19.

58 The 1990 census data reported that 194,438 of the 345,307 Hispanic residents in the City of Chicago were United States citizens, or 56.30%. This data, however, was not available at the time of the *Hastert* decision.

The census report notwithstanding, King's witness Cleveland, testified at trial that only forty-five percent (45%) of the Fourth Congressional District's Hispanic population were citizens. There are simply too many uncertainties surrounding the validity of the data used by King to warrant such a conclusion. First, the 1990 census data was reported at the census block group level rather than the census

was clearly erroneous. He has likewise failed to establish that the circumstances have changed in any quantifiably significant measure since 1991.[59]

King also argues that changed circumstances since 1991 have lessened white racial bloc voting, such that "it is now a rare case that an Hispanic candidate of choice is defeated as a result of racial bloc voting." Neither proposition advanced by King is supported by recent city-wide election results or meaningful statistical analysis. Since 1988, only three Hispanic candidates have been elected in citywide elections. Two Hispanic judges were elected in 1988 and 1990; however, both candidates won with less than a majority of the vote due to a splintering of votes among multiple white candidates. In addition, Miriam Santos, an Hispanic, was elected as city treasurer in 1991; however, Ms. Santos had been slated for this position by the Chicago Democratic Party and she ran on a slate that included incumbent mayor Richard Daley. Ms. Santos subsequently ran as an incumbent in 1995 and was reelected. With the exception of Ms. Santos, the Democratic Party has not slated an Hispanic candidate for alderman, state senate, state representative, or congress in any district with a white majority voting age population.

King's proposition is also statistically invalid. The results of Dr. Allan J. Lichtman's ecological regression analysis and extreme case performance of forty-one elections held between 1983 and 1995 establish a definite and continuing pattern of white racial-bloc voting

---

block level. The Fourth District's boundaries were drawn, however, at the smaller census block level and split at least 150 census group blocks. Second, the census reported citizenship data was based on sample data rather than on 100% enumeration, the basis upon which total population and voting age population are reported. Third, Cleveland admitted that the census data provided only a snapshot view of citizenship levels in 1990, and thus did not take into account changes in citizenship levels since 1990 due to naturalization and the amnesty program of the Immigration and Naturalization Control Act of 1986. Indeed, Dr. Taylor testified on behalf of the defendant-intervenors that a large number of persons granted amnesty under that Act resided in zip code areas located within the northern and southern areas of the Fourth District. Cleveland's calculations did not compensate for amnesty programs, and likewise did not account for either an overreporting or underreporting of citizenship data. Based on these flaws, this court declines to find that the Hispanic citizenship rate in the Fourth Congressional District was approximately forty-five percent (45%) either in 1990 or today.

59 To the contrary, the factual record is replete with testimony establishing the political and social cohesiveness of the Hispanic community. State Senators Jesus

against Hispanic candidates.[60] Dr. Lichtman's analysis reveals that "since 1987, Hispanics have been elected in every election district for every type of office with a voting age majority of Hispanics, but not in any district lacking such a majority." Based upon these results, Dr. Lichtman concludes that "Hispanics in the City of Chicago would have a reasonable opportunity to elect a candidate of their choice to Congress only in a district with a voting-age majority of Hispanics."

While Ms. Santos's electoral success raises hopes for a color-blind slating and election processes in the future, the problems of racial bloc voting and exclusion of Hispanics from the powerfully important slating process remain. The *Hastert* court thus properly found that the third *Gingles* factor was satisfied in 1991, and King has not established any present day change in circumstances that would warrant a contrary finding.

King finally argues that the Fourth Congressional District was not sufficiently compact to create a separate Hispanic District. To demonstrate this point, King argues that the 743-sided district is neither visually nor mathematically compact. Once again, King has confused the *Gingles* threshold requirement of geographical compactness with the principle of compactness used to assess whether racial gerrymandering has occurred. *See supra* footnote 48. The question raised by *Gingles* is whether the minority population (and not the district drawn to accommodate that population) is geographically compact and sufficiently numerous to constitute a majority in a single member district. This measure of geographical compactness thus concerns whether a Section 2 violation has occurred; the second measure of compactness (*i.e.*, as a traditional race-neutral districting principle) concerns whether the district drawn to remedy the Section 2 violation satisfies the requirements of the Equal Protection Clause. To conflate the two into a single measurement confuses the liability with the damages analysis, and represents an unwarranted extension of *Shaw*. *But see Reed v. Town of Babylon*, ___ F. Supp. ___, 1996 WL 28966, at *26 (E.D.N.Y. 1996) (where the court applied the

60 Dr. Lichtman studied precinct-by-precinct election returns for 41 partisan and non-partisan (*i.e.*, City Council) elections involving Hispanic and non-Hispanic candidates in the City of Chicago from 1983 to the present in which the losing candidate, whether Hispanic or not, received at least fifteen percent of the vote. In addition, Dr. Lichtman supplemented his ecological regression and extreme case analysis by examining the squared correlation coefficients. This value is used to assess the strength of association between two variables.

principles established in *Shaw* to the first *Gingles* prerequisite, and concluded that "the plaintiffs must, in order to meet their burden of proof under the first *Gingles* precondition, either "proffer a districting plan which does not subordinate racial considerations to traditional districting principles, including compactness . . . , or justify the need for such subordination") (citations omitted). This court accordingly concludes that the *Hastert* court's finding of geographic compactness was appropriate.

Since King has limited his challenges to the Hastert court's findings concerning the existence of the three Gingles prerequisites, this court will not undertake to review or supplement the prior court's findings with respect to the totality of circumstances test.[61] The *Hastert* court properly held an Hispanic majority district was warranted under Section 2 of the Voting Rights Act.

B. Whether Remedying a Section 2 Violation is a Compelling State Interest

Section 2 of the Voting Rights Act prohibits "any practice or procedure that, 'interacting with social and historical conditions,' impairs the ability of a protected class to elect its candidate of choice on an equal basis with other voters." *Voinovich v. Quilter*, 507 U.S. 146, 113 S. Ct. 1149, 1155 (1993) (*quoting Gingles*, 478 U.S. at 47, 106 S. Ct. at 2764); *accord DeGrandy*, ___ U.S. at ___, 114 S. Ct. at 2655. Because the purpose of Section 2 is "to help effectuate the Fifteenth Amendment's guarantee that no citizen's right to vote shall 'be denied or abridged . . . on account of race [or] color . . . ", *Voinovich*, 507 U.S. at ___, 113 S. Ct. at 1154-55 (*quoting* U.S. Const., Amdt. 15), state actors have frequently argued that a racially based redistricting remedy under Section 2 serves a compelling government interest. *See, e.g., Quilter v. Voinovich*, ___ F. Supp. ___, 1995 WL 783342 (N.D. Oh.), *appeal dismissed* ___ U.S. ___, 116 S.Ct. 42 (1995); *Shaw*, 861 F. Supp. at 437; *Hays v. State of La.*, 839 F. Supp. 1188, 1217 (W.D. La. 1993) (Walter, J., concurring). The Supreme Court, however, has not yet decided whether "compliance with the Voting Rights Act, standing alone, can provide a compelling interest independent of any interest in remedying past discrimination . . . ." *Miller*, ___ U.S. at ___, 115 S. Ct. at 2491.

61 The three *Gingles* factors are necessary prerequisites but are not collectively sufficient to establish a §2 violation. *DeGrandy*, ___ U.S. at ___, 114 S. Ct. at 2657, 2658 & n. 10 (*citing Baird v. Consolidated City of Indianapolis*, 976 F.2d 357 (1992), *cert. denied* ___ U.S. ___, 113 S.Ct. 2334 (1993)).

The Supreme Court has nonetheless recognized a distinction "between what the [Voting Rights Act] permits, and what it requires." *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2830. Based upon this distinction, the Supreme Court has concluded that "compliance with federal antidiscrimination laws cannot justify race-based districting where the challenged district was not reasonably necessary under a constitutional reading and application of those laws." *Miller*, ___ U.S. at ___, 115 S. Ct. at 2491 (*citing Shaw*, ___ U.S. at ___, 113 S. Ct. at 2830-31). This rule is based upon the fundamental precept that "the federal courts may not order the creation of majority-minority districts unless necessary to remedy a violation of federal law." *Voinovich*, 507 U.S. at ___, 113 S. Ct. at 1156 (*citing Growe*, 507 U.S. at __, 113 S. Ct. at 1084).

Where a violation of the Voting Rights Act has been established, a race based remedy may be appropriate. In *Shaw*, the Court recognized that a significant state interest exists in eradicating the effects of past racial discrimination, provided the State has a "strong basis in evidence for concluding that remedial action [is] necessary." *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2831-32 (citations omitted); *see also Miller*, ___ U.S. at ___, 115 S. Ct. at 2475 ("When a state governmental entity seeks to justify race-based remedies to cure the effects of past discrimination, we do not accept the government's mere assertion that the remedial action is required. Rather, we insist on a strong basis in evidence of the harm being remedied."). This compelling state interest extends to remedying past or present violations of federal statutes intended to eliminate discrimination in specific aspects of life. *See Quilter*, ___ F. Supp. at ___, 1995 WL 783342, at *9 (*citing Croson*, 488 U.S. at 500, 109 S. Ct. at 725; *Wygant*, 476 U.S. at 274-75, 106 S. Ct. at 1846-47); *accord Shaw*, 861 F. Supp. at 437.

In this case, the *Hastert* court had a strong basis both for finding a Section 2 violation and for adopting a redistricting plan that remedied that violation. In this regard, the *Hastert* court cited with approval prior judicial determinations that found a definite pattern and practice of electoral discrimination against the Hispanic community in the City of Chicago and the State of Illinois.[62] The *Hastert* court further found that this historical discrimination against the Hispanic community was on-going, most visibly in the racial bloc voting that effectively limited the Hispanic community to a disproportionately small number of elected Hispanic officials at the city and state-levels

and more subtly in the social and economic discrimination that adversely affected effective political participation and representation. Under these circumstances, the creation of an Hispanic majority district advanced the state's compelling interest of remedying past electoral discrimination against Hispanics.[62] However, the redistricting plan adopted by the *Hastert* court has served more than a remedial role: hindsight reveals that it has protected the Hispanic community since 1991 from the invidious effects of racial bloc voting that, regrettably, retains its chokehold on the Chicago electorate. Accordingly, this court concludes that the remedy adopted by the *Hastert* court to redress an established Section 2 violation served, and continues to serve, compelling state interests.

In reaching this conclusion, the court drew an important distinction between using a race-based remedy to redress demonstrable injuries from specific, discriminatory electoral practices as opposed to redressing the effects of more generalized discrimination. In *Miller*, for example, the Supreme Court concluded that Georgia's Eleventh Congressional District was not required by the Voting Rights Act but instead was created in response to the Department of Justice's tactical withholding of Section 5 preclearance approval. The DOJ's "black-maximization" policy that forced the Georgia legislature into creating the majority-minority Eleventh Congressional District was not based on any demonstrated minority vote dilution under Section 2 or retrogression under section 5; as such, the Eleventh Congressional District was not created in response to a particularized, proven injury. Instead, the DOJ's "black-maximization" policy may only be viewed as an effort to redress the generalized effects of prior discriminatory practices. In contrast, the *Hastert* court adopted the Fourth Congressional District to remedy a proven Section 2 violation. The injuries resulting from the dilution of the Hispanic voting power were

---

62 As previously observed in footnote 21 *supra*, aligning the *Hastert* parties along partisan political lines resembled a partisan division highly reminiscent of the state legislature. The parties' bipartisan agreement that an Hispanic majority district needed to be created under §2 was thus an important acknowledgement, tantamount to an "official" concession, that the then existing electoral practices and procedures, combined with historical and social conditions, caused a dilution of Hispanic voting power in violation of §2. The parties' bipartisan agreement as to the nature and configuration of the Hispanic majority district was an equally important acknowledgement/tacit concession that remedying the discriminatory effects of that vote dilution served a compelling interest.

clear and present. The nature and extent of the Voting Rights Act violation are thus important factors in the calculus of considerations analyzed to determine whether a race-based remedy serves a compelling state interest.

C. The Court-Ordered Redistricting Plan is Narrowly Tailored

The final prong of the strict scrutiny analysis requires this court to determine whether the Fourth Congressional District as adopted by the *Hastert* court is narrowly tailored. The focus of this inquiry is whether the means chosen to accomplish the compelling state interest are specifically and narrowly framed to accomplish that purpose. *See Wygant*, 476 U.S. at 280, 106 S. Ct. at 1850. Alternatively stated, the question is whether in configuring the Fourth Congressional District, race was taken into account to a greater degree than necessary to further a compelling state interest.[63] *Shaw*, 861 F. Supp. at 408.

The Supreme Court has not established any standards for evaluating whether a racially based redistricting plan is narrowly tailored, except to state that "[a] reapportionment plan would not be narrowly tailored to the goal of avoiding retrogression if the State went beyond what was reasonably necessary to avoid retrogression." *Shaw*, ___ U.S. at ___, 113 S. Ct. at 2831. As a result, federal district courts have employed differing standards to determine whether a racially based redistricting plan is narrowly tailored. *Compare Shaw*, 861 F. Supp. at 444-56; *Quilter*, ___ F. Supp. at ___, 1995 WL 783342, at *10-12, *with Vera*, 861 F. Supp. at 1343 & n.44.

This court, however, does not need to take sides in this dispute. Its task is to determine whether a *court-ordered* reapportionment plan is narrowly tailored. As such, it must defer to *Hastert* court's discretion in selecting an appropriate remedy. *See United States v. Paradise*, 480 U.S. 149, 183-85, 107 S. Ct. 1053, 1073-74 (1987). As the Supreme Court explained,

> In determining whether this order was 'narrowly tailored,' we must acknowledge the respect owed a district judge's judgment that specified relief is essential to cure a violation of the Fourteenth Amendment. A district court has not merely the power but the duty to render a decree which will so far as possible eliminate the discriminatory effects of the past as well as bar like discrimination in the future . . . .

Id. at 183, 107 S. Ct. at 1073 (citation omitted). The Court further

---

63 "Racial classifications are simply too pernicious to permit any but the most

acknowledged that it has not required in all situations that remedial plans "be limited to the least restrictive means of implementation. We have recognized that the choice of remedies to redress racial discrimination is a 'balancing process left, within appropriate constitutional or statutory limits, to the sound discretion of the trial court.'" *Id.* (citations omitted).

There is no evidence that the *Hastert* court abused its discretion. Prior to adopting a remedial plan, the court subjected the proposed plans to an exacting constitutional review and determined which plan would provide a better, more complete remedy for the Section 2 violation. In addition, the remedial plan it adopted was properly proportioned to the nature of the violation. That is, the court adopted a single majority-minority district which was limited in size to the minimum number of Hispanic residents generally believed necessary to counteract the effects of racial bloc voting and ensure that the Hispanic electorate had a reasonable opportunity to elect a candidate of its choice. It further determined that the district's extraordinary configuration was required to preserve shared communities of interest and protect the three African-American super-majority districts against impermissible retrogression. Under these circumstances, this court defers to the *Hastert* court's balancing of these concerns and concludes that it adopted a narrowly tailored plan. Where the drawing even of irregular lines is required to remedy established violations of the Voting Rights Act, the court need not flinch from its obligation to do so with a bold and deliberate pen. Accordingly, the Fourth Congressional District passes constitutional muster.[64]

WHEREFORE, for the foregoing reasons, this court concludes that the Fourth Congressional District is constitutional.

ENTER:

\s\ Michael S. Kanne
Michael S. Kanne
U.S. Circuit Judge

\s\ Charles R. Norgle, Sr.
Charles R. Norgle, Sr.

---

exact connection between justification and classification." *Wygant*, 476 U.S. at 280, 106 S. Ct. at 1850 (*quoting Fullilove v. Klutznik*, 448 U.S. 448, 537, 100 S. Ct. 2758, 2805 (1980) (Stevens, J., dissenting)).

U.S. District Judge

\s\ David H. Coar
David H. Coar
U.S. District Judge

Dated: March 7, 1996

64 King's Motion for a Preliminary Injunction is therefore denied.

Outline of Opinion in
King v. State Board of Elections, et al.
Dated August 1, 1997

I. The Import of Shaw II and Bush to King I 62
A. Compelling State Interest 63
B. Narrow Tailoring 65
II. The Usefulness of an Additional Evidentiary Hearing 73

IN THE UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ILLINOIS
EASTERN DIVISION

JAMES R. KING,	)	
	)	
Plaintiff,	)	
	)	
v.	)	95 C 827
	)	
STATE BOARD OF ELECTIONS, DAVID E. MURRAY, LAWRENCE E. JOHNSON, HANNELORE HUISMAN, JUDITH JONES, LANGDON D. NEAL, THERESA M. PETRONE, and WANDA REDNOUR,	)	
	)	
Defendants,	)	
	)	
and	)	
	)	Hon. Michael S. Kanne
UNITED STATES OF AMERICA, BOBBY RUSH, TIMUEL BLACK, AL JOHNSON, ELVIRA CARRIZALES, NEOMI HERNANDEZ, and THE CHICAGO URBAN LEAGUE,	)	Hon. Charles R. Norgle, Sr. Hon. David H. Coar Dated: August 1, 1997
	)	
Defendant Intervenors.	)	

MEMORANDUM OPINION AND ORDER

This matter is before the court on remand from the Supreme Court for further consideration in light of *Shaw v. Hunt*, 517 U.S.—, 116 S.Ct. 1894 (1996) (hereinafter "*Shaw II* "), and *Bush v. Vera*, 517

U.S.—, 116 S.Ct. 1941 (1996) (hereinafter "*Bush* "). *King v. Illinois Bd. of Elections*,—U.S .—, 117 S.Ct. 429 (1996). Pursuant to 28 U.S.C. section 2284(a), the undersigned three-judge panel was appointed to preside over this litigation.

Upon remand, plaintiff filed a motion for an additional evidentiary hearing. This court denied the requested relief by order of April 4, 1997. Plaintiff has since moved this court to reconsider its ruling on that issue. Briefs have been filed both on the remand and on plaintiff's motion for an additional evidentiary hearing. Thus, this case is before the court on both issues. Having carefully examined *Shaw II* and *Bush* and the memoranda and arguments presented by the parties, this court finds both cases supportive of its analysis and accordingly affirms its previous decision in *King v. State Bd. of Elections*, No. 95-C827, 1996 WL 130439 (N.D.Ill. Mar.6, 1996) (hereinafter "*King I* "). Moreover, for the reasons stated in this memorandum opinion, plaintiff's motion to reconsider is denied.

It is important to note at the outset, however, that this opinion merely supplements the subject of the remand and its purpose is to determine what impact, if any, *Shaw II* and *Bush* have on this court's prior analyses. Hopefully, this opinion will provide a roadmap of *King I* that illustrates that *King I* is in accord with *Shaw II* and *Bush*. To this end, this opinion will discuss the relevant holdings of each of those opinions.

Discussion

Since this court issued its ruling in *King I*, the Supreme Court has further developed its constitutional jurisprudence with respect to voting rights in two pivotal decisions: *Shaw II* and *Bush*. These decisions of even date have markedly changed and elucidated the landscape of voting rights litigation and legislation. As a result, this court has undertaken a full review of the underlying record as well as the briefs filed upon this remand. The court has likewise carefully considered the evidence submitted upon the plaintiff's offer of proof in support of his motion to reopen the evidence.[FN1] Nothing in this restudy of

---

1. Plaintiff proposed to present the court with the following:

(a) Names and addresses of voters who lost their ballot secrecy in specific precincts in Chicago and Cook County; for example, two voters residing in the 400 block of Noble St. in the 1st Ward, precinct 55 in the March 19, 1996 primary were the only two of 139 Democrats in the precinct who were placed in Congressional District 7 instead of Congressional District 4; currently Plaintiff has a total of thirty (30) such instances occurring in 1996, 1994 and 1992 General Congressional Elections and the 1992 Primary Congressional Election.

the record has revealed any error in the statement of facts set forth in *King I*. Rather, the court remains of the view that the facts, other than those to be inferred, are correctly set forth in its prior opinion.

Notwithstanding the accuracy of the factual record, certain comments upon the law are in order. Indeed, the necessity for or the propriety of reopening the record can better be judged following some analysis of both the legal and factual issues involved in this remand. Moreover, such analysis affirms this court's earlier conclusion that the Fourth Congressional District (hereinafter the "Fourth District") is constitutionally sound.

I. The Import of *Shaw II* and *Bush* to *King I*

Shaw II and *Bush* have a direct impact on this court's strict scrutiny analysis in *King I*. Although both *Shaw II* and *Bush* further develop the analysis that should apply to each aspect of voting rights litigation, (e.g., the Gingles test and the "predominance of race" test—especially, with respect to s 2 violations), none of these developments alters this court's determination that strict scrutiny applies. Rather, on remand, what is implicated by the two more recent decisions is this court's strict scrutiny analysis, and more specifically, the issue of whether the Fourth Congressional District is a narrowly tailored response to prior discrimination. In *King I*, this court set forth a strict scrutiny

---

(b) Administrative confusion; for example, that occurring in Proviso precinct 132, in the western section of North Riverside, where voters on the 9000 block of Forest View Drive have been incorrectly assigned to Congressional District 4 for the last (3) election cycles.

(c) Fractured neighborhoods, including the testimony of Dr. John Pelissaro, an expert witness in the Barnett case, regarding the continued reliance by the City and other governmental bodies upon maps of the community areas and neighborhoods of the City of Chicago.

(d) Evidence of the split political subdivisions by Congressional plans in the 1980's and 1970's in contrast to the *Hastert* plan.

(e) While evidence was offered that Hispanic citizens do not comprise a majority of the present 4th Congressional District, Plaintiff is now prepared to offer further evidence of the Citizen Voting Age Population introduced to a sister court in the Barnett proceeding. This evidence would include the testimony of Congressman Gutierrez that he knew in 1991 that Latino voters were not a majority of the district.

(f) Evidence that African-Americans can elect their candidate of choice in far less racial districts than the present 7th Congressional District; this would include data of recent victories by African-American congressmen in districts with less than 50% VAP African-Americans. Pl. Motion at 3-4.

analysis which supported its conclusion that the Fourth District is constitutional. A review of that analysis in light of *Shaw II* and *Bush* reveals that no additional examination is required.

A. Compelling State Interest

In addition to finding that there is no dispute that race was a factor in the configuration of the Fourth District, this court concluded that "racial considerations predominated." *King I*, 1996 WL 130439 * 19, 22 [App. 40, 47]. Accordingly, this court applied strict scrutiny to the Fourth District to determine whether it passed constitutional muster under the Equal Protection Clause.

In order to survive strict scrutiny, the Fourth District must be proved narrowly tailored to serve a compelling state interest. The compelling state interest proffered by the *Hastert* court was remedying a potential violation of or achieving compliance with section 2 of the Voting Rights Act. *Id.* at * 22 [App. 47]. Recognizing that the Court has never expressly held that remedying a potential violation of or achieving compliance with section 2, standing alone, is a compelling state interest, this court advanced arguments based on earlier Supreme Court decisions on race-based remedies in support of its view that such an interest is compelling. Specifically, this court asserted that the Court's recognition of a distinction between "'what the [Voting Rights Act] permits and what it requires'" and its resulting conclusion that "'compliance with federal antidiscrimination laws cannot justify race-based districting where the challenged district was not reasonably necessary under a constitutional reading and applications of those laws'" demonstrate that race-based remedies may be appropriate. *King I*, 1996 WL 130439, at * 26 [App. 54-55] (quoting *Shaw v. Reno*, 509 U.S. 630, 653, 113 S.Ct. 2816, 2830, 125 L.Ed.2d 511 (1993); *Voinovich v. Quilter*, 507 U.S. 146, 153, 113 S.Ct. 1149, 1156, 122 L.Ed.2d 500 (1993)). Moreover, noting the Court's acknowledgment of justifiable race-based remedies to cure the effects of past discrimination where there is a "strong basis in evidence" of the harm being remedied, this court reasoned that "[t]his compelling state interest extends to remedying past or present violations of federal statutes intended to eliminate discrimination in specific aspects of life." *Id.* (citing *Quilter v. Voinovich*, 912 F.Supp. 1006, 1020 (N.D.Ohio 1995) (citations omitted); *Shaw v. Hunt*, 861 F.Supp. 408, 437 (E.D.N.C.1994)).

In *Bush*, Justice O'Connor (in concurrence) provided additional

support for these propositions. She asserted that compliance with section 2 of the Voting Rights Act and, in particular, the results test, is a compelling interest. In favor of that position she wrote:

> We should allow States to assume the constitutionality of section 2 of the Voting Rights Act, including the 1982 amendments.
>
> This conclusion is bolstered by concerns of respect for the authority of Congress under the Reconstruction Amendments. See *Rome v. United States*, 446 U.S. 156, 179, 100 S.Ct. 1548, 1562-1563, 64 L.Ed.2d 119 (1980). The results test of section 2 is an important part of the apparatus chosen by Congress to effectuate this Nation's commitment "to confront its conscience and fulfill the guarantee of the Constitution" with respect to equality in voting. S.Rep. No. 97-417, p. 4 (1982), *U.S.Code Cong. & Admin. News* 1982, pp. 177, 181. Congress considered the test "necessary and appropriate to ensure full protection of the Fourteenth and Fifteenth Amendments rights." *Id.*, at 27, *U.S.Code Cong. & Admin. News* 1982, p. 204. It believed that without the results test, nothing could be done about "overwhelming evidence of unequal access to the electoral system," *id.*, at 26, *U.S.Code Cong. & Admin. News* 1982, p. 204, or about "voting practices and procedures [that] perpetuate the effects of past purposeful discrimination," *id.*, at 40, *U.S.Code Cong. & Admin. News* 1982, p. 218. And it founded those beliefs on the sad reality that "there still are some communities in our Nation where racial politics do dominate the electoral process." *Id.*, at 33, U.S.Code Cong. & Admin. News 1982, p. 211. Respect for those legislative conclusions mandates that the s 2 results test be accepted and applied unless and until current lower court precedent is reversed and it is held unconstitutional.
>
> In my view, therefore, *the States have a compelling interest in complying with the results test as this Court has interpreted it.*

Bush, 517 U.S. —, 116 S.Ct. at 1970 (O'Connor, J., concurring) (emphasis added). Similarly, in a lengthy dissent in which Justices Ginsburg and Breyer join, Justice Stevens refers to the Court's assumption that compliance with section 2 of the Voting Rights Act

is a compelling state interest as "perfectly obvious ." *Id.* at—, — U.S. at ——, 116 S.Ct. at 1989 (Stevens, J., dissenting). These comments support this court's conclusion that remedying a potential violation of or achieving compliance with section 2 is a compelling state interest. Indeed, in *King I* this court wrote:

> Because the purpose of Section 2 is "to help effectuate the Fifteenth Amendment's guarantee that no citizen's right to vote shall 'be denied or abridged ... on account of race [or] color ...", ... state actors have frequently argued that a racially based redistricting remedy under Section 2 serves a compelling government interest.
>
> * * *
>
> In *Shaw*, the Court recognized that a significant state interest exists in eradicating the effects of past racial discrimination, provided the State has a "strong basis in evidence for concluding that remedial action [is] necessary." .... This compelling state interest extends to remedying past or present violations of federal statutes intended to eliminate discrimination in specific aspects of life.

King I, 1996 WL 130439, * 26 [App. 54-55] (citations omitted). The *King I* opinion then goes on to acknowledge the strong basis in evidence that the *Hastert* court had "both for finding a section 2 violation and for adopting a redistricting plan that remedied that violation." *Id.* at * 27 [App. 55]. Thus, in light of the statements of Justices O'Connor and Stevens and the absence of any contrary holding by a majority of the Court, this court affirms its prior analysis that remedying a potential violation of or achieving compliance with section 2 constitutes a compelling state interest.

B. Narrow Tailoring

The true significance of the Court's remand of *King I* becomes evident upon review of this court's discussion on the narrow tailoring of the Fourth District. In *Shaw II* and *Bush* the Supreme Court defines the parameters of narrow tailoring in an effort to guide lower courts in their evaluation of challenged legislative or judicial action in the voting rights context. Although this court did not perform analyses that expressly reflect the newly articulated narrow tailoring inquiry in *King I*, it drew all of the conclusions necessary to support its holding within that framework.

In *Bush*, Justice O'Connor noted that the narrow tailoring prong

permits "a limited degree of leeway" in drawing remedial districts, provided that (1) there exists a "strong basis in evidence" of the three Gingles prerequisites and (2) the race-based district "substantially addresses the section 2 violation." *Id.* at 1960-61. To be sure, *Bush* makes clear that the shape of the district is relevant to the narrow tailoring inquiry. *Id.* at 1962. However, *Bush* rejected as "impossibly stringent" the view that "a district must have the least possible amount of irregularity in shape, making allowances for traditional districting criteria." *Id.* Thus, "a section 2 district that is reasonably compact and regular, taking into account traditional redistricting principles such as maintaining communities of interest and traditional boundaries, may pass strict scrutiny without having to defeat rival compact districts [] in endless 'beauty contests'" if it does not "subordinate traditional districting principles to race substantially more than is 'reasonably necessary' to avoid s 2 liability." *Id.* at 1961.

Shaw II further defines this standard in holding that, in order to pass constitutional muster under the Equal Protection Clause, the majority-minority district "must, at a minimum, remedy the anticipated violation or achieve [section 2] compliance ...". *Id.* at 1905. Read together, *Shaw II* and *Bush* reveal the following precept for narrow tailoring inquiries under section 2: A section 2 district is narrowly-tailored if (1) at a minimum, the district remedies the anticipated violation or achieves section 2 compliance, and (2) its consideration of race is no more than reasonably necessary to fulfill its remedial purpose.

In concluding that the Fourth District was narrowly tailored, this court deferred to the *Hastert* court's discretion in adopting remedial plans and its "exacting constitutional review" in determining the best remedial measure. *King I*, 1996 WL 130439, at * 28 [App. 58]. In addition, this court found that the Fourth District "was properly proportioned to the nature of the violation." *Id.* Specifically, this court stated,

> [T]he [*Hastert*] court adopted a single majority-minority district which was limited in size to the minimum number of Hispanic residents generally believed necessary to counteract the effects of racial bloc voting and ensure that the Hispanic electorate had a reasonable opportunity to elect a candidate of its choice. It further determined that the district's extraordinary configuration was required to

> preserve shared communities of interest and protect the three African-American super-majority districts against impermissible retrogression. Under these circumstances, this court defers to the *Hastert* court's balancing of these concerns and concludes that it adopted a narrowly tailored plan.

Id.

In order to support this conclusion in the wake of *Shaw II* and *Bush*, the record must demonstrate that (1) there was a "strong basis in evidence" for finding the threshold conditions for s 2 liability; (2) at a minimum, the Fourth District remedies the anticipated violation or achieves section 2 compliance; and (3) the district's consideration of race is no more than reasonably necessary to fulfill its remedial purpose. Having determined that there was a "strong basis in evidence" for finding the threshold conditions for s 2 liability, [FN2] this court must show that the Fourth District achieves compliance with section 2 or remedies the anticipated violation thereof and does "not subordinate traditional districting principles to race substantially more than 'reasonably necessary.'"

A district cannot be held to remedy a potential section 2 violation if the minority group contained therein is not (1) "geographically compact;" (2) "politically cohesive;" and (3) potentially barred by majority bloc voting from electing its preferred candidate, absent the existence of the district. See *Bush*, 517 U.S.—, 116 S.Ct. at 1961; *Shaw II*, 517 U.S.—, 116 S.Ct. at 1906. Thus, as part of its narrow tailoring inquiry, this court must rely on its earlier findings that the Fourth District meets these three requirements. These findings are contained in this court's discussion of the *Hastert* Court's section 2 analysis, which this court adopted later in its opinion: [FN3]

> The [*Hastert*] court made the following findings of fact to support its conclusion that the Chicago/Cook County Hispanic community was "sufficiently large and geographically compact to constitute a single district majority." First, the 1990 census reported the Hispanic population in Chicago at 545,852, a 29.33% increase over the 1980 total. Second, "[m]ost of the Chicago/Cook County

---

2. See *King I*, 1996 WL 130439, at * 27 [App. 55-56].

3. *Id.* at * 26 [App. 54] ("The *Hastert* court properly held an Hispanic majority district was warranted under Section 2 of the Voting Rights Act.").

> Hispanic population is clustered in two dense enclaves, one on Chicago's near northwest side and one on the near southwest side." Third, the two enclaves are less than one mile apart at their closest point. Fourth, this separation resulted from exogenous physical and institutional barriers—specifically, the east-west Eisenhower Expressway, the University of Illinois-Chicago Circle campus, and various major medical institutions—and thus did not indicate the existence of two distinct communities.
>
> To support its conclusion that the Chicago/Cook County Hispanic community was politically cohesive, the court adopted the findings of cohesiveness made by two federal courts in the early 1980s in cases where the Hispanic community challenged discriminatory redistricting practices at the state and local levels. The court further found that the voting bloc patterns of the Hispanic community also demonstrated its political cohesiveness. More specifically, the court found that "[s]ingle and bivariate regression analysis of voting patterns in Chicago precincts demonstrate significant ethnic bloc voting patterns." Finally, the court found that the third threshold factor was fulfilled because the paucity of Hispanic officials in city and state-wide elected political offices compelled "the finding that ethnic bloc voting patterns have thwarted the political interests of the Hispanic community."

Id. at * 9 [App. 23-24] (citations omitted). In addition to these three factors, the *Hastert* court considered the "totality of the circumstances" test, also required under *Gingles*, to determine whether the Fourth District was warranted under section 2.

> However, rather than making its own findings of fact with respect to these factors, the [*Hastert*] court adopted the Seventh Circuit's findings concerning the Chicago Hispanic community set forth in *Ketchum v. Byrne*, the Section 2 Voting Rights Act challenge of the 1982 Chicago aldermanic redistricting plan. Based on a "judicially recognized history of discrimination, both past and present, against the Chicago Hispanic community and its attendant impact on effective political participation and representation," the *Hastert* court concluded that an Hispanic majority district was warranted

under *Gingles*.

Id. at * 9-10 [App. 24] (citations omitted).

These conclusions, in addition to those contained in this court's refutation of several arguments advanced by plaintiff in an effort to challenge the *Hastert* court's findings, are sufficient to establish that the Fourth District is narrowly tailored even in light of *Bush* and *Shaw II*. For example, this court rejected King's argument that the *Hastert* court erred in finding that the Hispanic community was sufficiently numerous by failing to determine the proper eligible minority voting population, that is, the total population Hispanic citizens of voting age. This court declined to resolve whether the *Hastert* court had an obligation to identify this population before making its finding of numerosity since King did not "establish[] via competent evidence that the Hispanic citizen voting age population falls below fifty percent." *Id.* at * 24 [App. 51]. The court further concluded that "regardless of which measure this court uses—total population, voting age population, or citizen voting age population—the *Hastert* court properly found that the City of Chicago/Cook County community was sufficiently numerous to constitute a majority in a properly drawn district. The congressional election results of 1992 and 1994 serve to confirm this conclusion." *Id.* at * 24 [App. 51].

In addition, this court addressed the argument that the Puerto Rican and Mexican-American communities were not politically cohesive because of their allegedly "different cultural, social, political, and economic concerns that serve to separate rather than unify the Latino community." *Id.* Finding that the "lay opinion elicited by King at trial to demonstrate and substantiate the claimed lack of cohesion was mainly anecdotal, often incredible, and wholly insufficient to support the inferences and conclusions King seeks to draw [,]" this court concluded that the *Hastert* court's finding of political cohesiveness was not clearly erroneous. *Id.*

Moreover, this court also resolved that, since 1991 there was no change in circumstances to support a finding that white racial bloc voting had decreased. *Id.* at * 25 [App. 52]. Rather, this court found that,

> [s]ince 1988, only three Hispanic candidates have been elected in citywide elections. Two Hispanic judges were elected in 1988 and 1990; however, both candidates won with less than a majority of the vote due to a splintering of

votes among multiple white candidates. In addition, Miriam Santos, an Hispanic, was elected as city treasurer in 1991; however, Ms. Santos had been slated for this position by the Chicago Democratic Party and she ran on a slate that included incumbent mayor Richard Daley. Ms. Santos subsequently ran as an incumbent in 1995 and was reelected. With the exception of Ms. Santos, the Democratic Party has not slated an Hispanic candidate for alderman, state senate, state representative, or congress in any district with a white majority voting age population.

Id. This court also acknowledged that,

> [w]hile Ms. Santos's electoral success raises hopes for a color-blind slating and election processes [sic] in the future, the problems of racial bloc voting and exclusion of Hispanics from the powerfully important slating process remain. The *Hastert* court thus properly found that the third Gingles factor was satisfied in 1991, and King has not established any present day change in circumstances that would warrant a contrary finding.

Id.

In its discussion of whether race predominated in the *Hastert* court's configuration of the Fourth District, this court also rejected the argument that its bizarre shape belies compactness. The following is a passage from that discussion:

> To a certain extent, the clustering of Hispanics into two densely populated enclaves provided map makers with the luxury of resorting to traditional districting principles. It is not surprising to find that a comparatively small district with two densely packed minority enclaves is (excluding the connector)[[FN4]] more compact and more respectful of political subdivisions than a larger district drawn to capture a more dispersed minority population.
>
> * * *

---

4. The evidence at trial demonstrated that only 4.7% of the population of the Fourth District was contained in the connector. *Id.* at * 29 & n. 49. Thus, all but a small fraction of the population resides within the compact areas which clearly satisfy the Gingles criteria. By contrast, only 20% of the districts challenged in *Shaw II* coincided with the area where the targeted minority group was allegedly geographically concentrated. *Shaw II*, at—, — U.S. at ——, 116 S.Ct. at 1907. Thus 80% of the district did not contain a compact minority population. *Id.*

In this case, a careful analysis of the Fourth District's boundaries establishes that they were drawn to maximize the percentage of Hispanics located within the district. As King's witness Cleveland testified, the lines of the Fourth Congressional District follow the concentrations of the Hispanic population with "exquisite" detail. The district's boundaries were drawn at the census block level, which roughly corresponds to a city block. While the map makers had to use census block data to ensure population equality, the census block data contained racial data at the city block level. This data permitted the map makers to draw the district's boundaries on a block-by-block basis in order to maximize the concentration of Hispanics within the district. As a result, when a map of the is superimposed over a map showing the concentration of the Hispanic population drawn at the census tract level, the district map "includes virtually all areas of high percent Hispanic concentration on the northern ... part of the City of Chicago as well as virtually all of the areas of high Hispanic concentration on the southern part of the City of Chicago." The same is true when the exercise is repeated at the census block level based upon the percentage of Hispanic concentration, and when Latino plurality block groups are considered. This close correlation is not surprising given the racial demographics of the city discussed earlier.

* * *

Moreover, the western connector serves to preserve the shared interests of Latino voters and protect the three African American majority districts from retrogression. In the absence of evidence that those districts are unconstitutionally drawn, the preservation of existing districts was a valid secondary consideration. *See Good v. Austin*, 800 F.Supp. 551, 554 (E. & W.D.Mich.1992) (emphasis added) ("Federal courts have recognized the following as relevant secondary criteria: compactness, contiguity, preservation of the integrity of county and municipal boundaries, *maintenance of the cores of existing districts*, preservation of cultural, social, and economic communities of interest and political and racial fairness."); *see also White v. Weiser*, 412 U.S. 783, 793-97, 93 S.Ct. 2348-56, 37 L.Ed.2d 335 (1973) (establishing incumbency protection as a legitimate districting principle). Thus, the western connector, while it contributes to the district's physical inelegance, does not compel a finding that traditional districting factors were subordinate to race more than reasonably necessary in the configuration of the Fourth District.

> The evidence also establishes that the boundaries of the Fourth Congressional District split a number of political subdivisions, including: eight (8) townships—six (6) of which have population in the district; eighteen (18) municipalities—sixteen (16) of which had population in the district; twenty (20) aldermanic wards; and two-hundred eighteen (218) precincts. With the exception of precincts, other Illinois congressional districts split a comparable or greater number of subdivisions compared to the Fourth District: the Third, Sixth and Eleventh Districts split a similar number of townships (9, 8 and 7, respectively); the Second, Third, Sixth, Eighth, Eleventh and Thirteenth Districts all split more municipalities; and the First and Seventh Districts split a comparable number of aldermanic wards (19 and 15, respectively). [FN5]

Id. at * 20-21 [App. 42-46] (footnotes and citations omitted).

Finally, the *King I* opinion presented evidence that the Fourth District, in fact, remedied the anticipated section 2 violation by preserving the Latino community's voting strength through vote consolidation. In this light, this court wrote:

> [T]he redistricting plan adopted by the *Hastert* court has served more than a remedial role: hindsight reveals that it has protected the Hispanic community since 1991 from the invidious effects of racial bloc voting that, regrettably, retains its chokehold on the Chicago electorate. Accordingly, this court concludes that the remedy adopted by the *Hastert* court to redress an established Section 2 violation served, and continues to serve, compelling state interests.

Id. at * 27 [App. 56].

In light of the foregoing, this court concludes that, under both *Shaw II* and *Bush*, the Fourth District remedies the anticipated violation and achieves section 2 compliance, and that its consideration of race

---

5. Although this court resolved that this evidence, when applying the "predominance of race" test, "is of extremely limited usefulness because there is no meaningful standard against which it is to be measured[,]" it also held that the data permit "the uncertain conclusion that compared to other Illinois congressional districts, the map of the Fourth Congressional District did not excessively split political subdivisions." *Id.* While uncertain, this conclusion offers support that the Fourth District is "reasonably compact" when viewed in comparison to other Illinois congressional districts and therefore should not be disregarded.

(reflected by its noncompactness and irregularity) is no more than reasonably necessary to fulfill its remedial purpose. Accordingly, the ruling in *King I* need not be amended or altered in view of either case. [FN6] Rather, these decisions affirm this court's original conclusion that the Fourth District passes constitutional muster.

II. The Usefulness of an Additional Evidentiary Hearing

As is apparent from the above discussion, the pertinent factual data needed to determine the constitutionality of the Fourth District was before this court upon its initial adjudication of this matter. Neither *Shaw II* nor *Bush* introduces legal guidelines that require additional findings of fact by this court. There is therefore no need to reopen the record and conduct an additional evidentiary hearing. Accordingly, plaintiff's motion to reconsider this court's earlier ruling denying an additional evidentiary hearing in this matter is denied.

Conclusion

For the foregoing reasons, this court affirms its earlier ruling that the Fourth District passes constitutional muster and denies plaintiff's motion to reconsider this court's oral ruling denying plaintiff's motion for an additional evidentiary hearing.

ENTER:
\s\ Michael S. Kanne
Michael S. Kanne
United States Circuit Judge

\s\ Charles R. Norgle
United States District Judge

\s\ David H. Coar
David H. Coar

FN6. Since *King I* was remanded, plaintiff's counsel has directed this court's attention to certain recent decisions of the Court, e .g., Lawyer v. Department of Justice, No. 95-2024, 1997 WL 345240 (U.S.Fla. June 27, 1997) (affirming district court's decision upholding constitutionality of voting district based on low income); Moon v. Meadows, No. 96-1779, 1997 WL 274775 (U.S.Va. June 27, 1997) (summarily affirming district court's invalidation of Virginia's third congressional district for lack of narrow tailoring). After reviewing these decisions, this court finds that none of the cited cases affects the determinations or conclusions stated herein.

United States District Judge

Dated: August 1, 1997

VOTING RIGHTS ACT OF 1965, SECTIONS 2A AND 2B

TITLE I - VOTING RIGHTS

Sec. 2 (a) No voting qualification or prerequisite to voting or standard, practice or procedure shall be imposed or applied by any State or political subdivision in a manner which results in a denial or abridgement of the right of any citizen of the United States to vote on account of race or color, or in contravention of the guarantees set forth in section 4(f)(2), as provided in subsection (b).

(b) A violation of subsection (a) is established if, based on the totality of the circumstances, it is shown that the political processes leading to nomination or election in the State or political subdivision are not equally open to participation by members of a class of citizens protected by subsection (a) in that its members have less opportunity than other members of the electorate to participate in the political process and to elect representatives of their choice. The extent to which members of a protected class have been elected to office in the State or political subdivision is one circumstance which may be considered: *Provided*, That nothing in this section establishes a right to have members of a protected class elected in numbers equal to their proportion in the population.

10 ILCS 5/11-2, COUNTY BOARD TO FIX PRECINCTS AND PLACES OF ELECTION—LIST OF PRECINCTS—ELECTIONS FOR JUDGES

Sec. 11-2. The County Board in each county, except in counties having a population of 3,000,000 inhabitants or over, shall, at its regular meeting in June, divide its election precincts which contain more than 800 voters, into election districts so that each district shall contain, as near as may be practicable, 500 voters, and not more in any case than 800. Whenever the County Board ascertains that any election precinct contains more than 600 registered voters, it may divide such precinct, at its regular meeting in June, into election precincts so that each precinct shall contain, as nearly as may be practicable, 500 voters. Insofar as is practicable, each precinct shall be situated within a single congressional, legislative and representative district and in not more than one County Board district and one municipal ward. In order to situate each precinct within a single district or ward, the County Board shall change the boundaries of election precincts after each decennial census as soon as is practicable following the completion of congressional and legislative redistricting. In determining whether a division of precincts should be made, the county board may anticipate increased voter registration in any precinct in which there is in progress new construction of dwelling units which will be occupied by voters more than 30 days before the next election. Each district shall be composed of contiguous territory in as compact form as can be for the convenience of the electors voting therein. The several county boards in establishing districts shall describe them by metes and bounds and number them. And so often thereafter as it shall appear by the number of votes cast at the general election held in November of any year, that any election district or undivided election precinct contains more than 800 voters, the County Board of the county in which the district or precinct may be, shall at its regular meeting in June, or an adjourned meeting in July next, after such November election, redivide or readjust such election district or election precinct, so that no district or election precinct shall contain more than the number of votes above specified. If for any reason the County Board fails in any year to redivide or readjust the election districts or election precinct, then the districts or precincts as then existing shall continue until the next regular June meeting of the County Board; at which

regular June meeting or an adjourned meeting in July the County Board shall redivide or readjust the election districts or election precincts in manner as herein required. When at any meeting of the County Board any redivision, readjustment or change in name or number of election districts or election precincts is made by the County Board, the County Clerk shall immediately notify the State Board of Elections of such redivision, readjustment or change. The County Board in every case shall fix and establish the places for holding elections in its respective county and all elections shall be held at the places so fixed. The polling places shall in all cases be upon the ground floor in the front room, the entrance to which is in a highway or public street which is at least 40 feet wide, and is as near the center of the voting population of the precinct as is practicable, and for the convenience of the greatest number of electors to vote thereat; provided, however, where the County Board is unable to secure a suitable polling place within the boundaries of a precinct, it may select a polling place at the most conveniently located suitable place outside the precinct; but in no case shall an election be held in any room used or occupied as a saloon, dramshop, bowling alley or as a place of resort for idlers and disreputable persons, billiard hall or in any room connected therewith by doors or hallways. No person shall be permitted to vote at any election except at the polling place for the precinct in which he resides, except as otherwise provided in this Section or Article 19 of this Act. In counties having a population of 3,000,000 inhabitants or over the County Board shall divide its election precincts and shall fix and establish places for holding elections as hereinbefore provided during the month of January instead of at its regular meeting in June or at an adjourned meeting in July.

However, in the event that additional divisions of election precincts are indicated after a division made by the County Board in the month of January, such additional divisions may be made by the County Board in counties having a population of 3,000,000 inhabitants or over, at the regular meeting in June or at adjourned meeting in July. The county board of such county may divide or readjust precincts at any meeting of the county board when the voter registration in a precinct has increased beyond 800 and an election is scheduled before the next regular January or June meeting of the county board.

When in any city, village or incorporated town territory has been annexed thereto or disconnected therefrom, which annexation or disconnection becomes effective after election precincts or election districts have been established as above provided in this Section, the clerk of the municipality shall inform the county clerk thereof as provided in Section 4-21, 5-28.1, or 6-31.1, whichever is applicable. In the event that a regular meeting of the County Board is to be held after such notification and before any election, the County Board shall, at its next regular meeting establish new election precinct lines in affected territory. In the event that no regular meeting of the County Board is to be held before such election the county clerk shall, within 5 days after being so informed, call a special meeting of the county board on a day fixed by him not more than 20 days thereafter for the purpose of establishing election precincts or election districts in the affected territory for the ensuing elections.

At any consolidated primary or consolidated election at which municipal officers are to be elected, and at any emergency referendum at which a public question relating to a municipality is to be voted on, notwithstanding any other provision of this Code, the election authority shall establish a polling place within such municipality, upon the request of the municipal council or board of trustees at least 60 days before the election and provided that the municipality provides a suitable polling place. To accomplish this purpose, the election authority may establish an election precinct constituting a single municipality of under 500 population for all elections, notwithstanding the minimum precinct size otherwise specified herein.

Notwithstanding the above, when there are no more than 50 registered voters in a precinct who are entitled to vote in a local government or school district election, the election authority having jurisdiction over the precinct is authorized to reassign such voters to one or more polling places in adjacent precincts, within or without the election authority's jurisdiction, for that election. For the purposes of such local government or school district election only, the votes of the reassigned voters shall be tallied and canvassed as votes from the precinct of the polling place to which such voters have been reassigned. The election authority having jurisdiction over the precinct shall approve all administrative and polling place procedures. Such procedures shall take into account voter

convenience, and ensure that the integrity of the election process is maintained and that the secrecy of the ballot is not violated.

Except in the event of a fire, flood or total loss of heat in a place fixed or established by any county board or election authority pursuant to this Section as a polling place for an election, no election authority shall change the location of a polling place so established for any precinct after notice of the place of holding the election for that precinct has been given as required under Article 12 unless the election authority notifies all registered voters in the precinct of the change in location by first class mail in sufficient time for such notice to be received by the registered voters in the precinct at least one day prior to the date of the election.

The provisions of this Section apply to all precincts, including those where voting machines or electronic voting systems are used.

10 ILCS 5/11-3, Establishment, revision and rearrangement of precincts—Duty of board

Sec. 11-3. It shall be the duty of the Board of Commissioners established by Article 6 of this Act, within 2 months after its first organization, to divide the city, village or incorporated town which may adopt or is operating under Article 6, into election precincts, each of which shall be situated within a single congressional, legislative and representative district insofar as is practicable and in not more than one County Board district and one municipal ward; in order to situate each precinct within a single district or ward, the Board of Election Commissioners shall change the boundaries of election precincts after each decennial census as soon as is practicable following the completion of congressional and legislative redistricting and such precincts shall contain as nearly as practicable 600 qualified voters, and in making such division and establishing such precincts such board shall take as a basis the poll books, or the number of votes cast at the previous presidential election. Within 90 days after each presidential election, such board in a city with fewer than 500,000 inhabitants, village or incorporated town shall revise and rearrange such precincts on the basis of the votes cast at such election, making such precincts to contain, as near as practicable, 600 actual voters; but at any time in all instances where the vote cast at any precinct, at any election, equals 800, there must be a rearrangement so as to reduce the vote to the standard of 600 as near

as may be. However, any apartment building in which more than 800 registered voters reside may be made a single precinct even though the vote in such precinct exceeds 800. Within 90 days after each presidential election, a board in a city with more than 500,000 inhabitants shall revise and rearrange such precincts on the basis of the votes cast at such election, making such precincts to contain, as near as practicable, 400 actual voters; but at any time in all instances where the vote cast at any precinct, at any election, equals 600, there must be a rearrangement so as to reduce the vote to the standard of 400 as near as may be. However, any apartment building in which more than 600 registered voters reside may be made a single precinct even though the vote in such precinct exceeds 600.

Immediately after the annexation of territory to the city, village or incorporated town becomes effective the Board of Election Commissioners shall revise and rearrange election precincts therein to include such annexed territory.

Provided, however, that at any election where but one candidate is nominated and is to be voted upon at any election held in any political subdivision of a city, village or incorporated town, the Board of Election Commissioners shall have the power in such political subdivision to determine the number of voting precincts to be established in such political subdivision at such election, without reference to the number of qualified voters therein. The precincts in each ward, village or incorporated town shall be numbered from one upwards, consecutively, with no omission.

The provisions of this Section apply to all precincts, including those where voting machines or electronic voting systems are used.

SECRET BALLOT LAW - PART 9.1 VOTER'S PRIVILEGE

5/8-910. Voter's Privilege

§8-910. No person shall be compelled to disclose, in any proceeding conducted by a court, commission, administrative agency, or other tribunal in the State, the name of any candidate for whose nomination, election, or retention in office the person voted, or whether the person voted for or against any question of public policy, as defined in Section 1-3 of the Election Code, at any election held within this State.

EXCERPT TEXT OF DIRECT EXAMINATION TESTIMONY OF PLAINTIFF'S WITNESS, CHRISTOPHER J. CLEVELAND

[155] JUDGE KANNE: Plaintiff's 41 is admitted. Q: And what did this particular section of the 4th Congressional District show you? A: Well, this particluar section shows the raggedness of the boundary in some detail. I don't know how easy it is to actually see the boundary from that distance, but if you follow along, you can see that it picks block by block along the corridor those Hispanic blocks that have the highest density. There are other Hispanics on the other side of the border, but it appears that these were drawn in such a way as to maximize the Hispanic content. For example, as you travel downward here, you can see that the district cuts east again to pick up heavily [156] Hispanic block, which has a substantial population. As you travel west, again you are grabbing the corridor of Hispanic population. There are occasional white blocks within this connector area here and here, for example. These are, for the most part, zero population blocks that correspond to parks or empty industrial land. So they have no effect upon the racial content of the district. It's particlularly useful to note the detail with which they do it. This for example, is just wandering out into the neighborhood, block by block, grabbing one, grabbing one there. Here it's gone up to grab individual blocks with heavy Hispanic content.

HISPANIC POPULATION IN THE TOWNSHIPS OF THE "WESTERN CONNECTOR" (EXCERPT FROM DEFENDANT EXHIBIT D-I 2)

	3rd Congressional District				4th Congressional District				5th Congressional District			
	Total Pop.	White Pop.	Hisp. Pop.	% Hisp	Total Pop.	White Pop.	Hisp. Pop.	% Hisp	Total Pop.	White Pop.	Hisp. Pop.	% Hisp
Cicero	39,480	29,675	8,899	22.5	27,956	11,484	16,032	57.3				
Leyden					1,608	1,512	89	5.5	73,409	62,711	8,629	11.8
Oak Park	7,698	5,967	309	4.0	901	626	43	4.8				
Proviso	7,962	6,317	387	4.9	13,339	4,846	7,599	57.0	16,519	13,303	2,602	15.8
River Forest					0	0	0	0.0				
Riverside	13,379	12,876	369	2.8	0	0	0	0.0				
Stickney	37,063	34,535	2,020	5.5	234	34	191	81.6				

EXCERPT AFFIDAVIT TESTIMONY OF ORESTES AGUILLON, PLAINTIFF'S EXHIBIT 9

6. I used GIS plus software to analyze Cook County's Hispanic population to determine the possibility of creating a majority Hispanic congressional district. I have determined that a majority Hispanic district can be created with basically three different configurations. These configurations include joining Cook County's north/south Hispanic populations around the west, ("western connector"), through the middle ("middle connector") and using a connector around the east ("eastern connector"). These different connectors can render several configurations for a Hispanic congressional district all with a Hispanic population ranging from 63.0% to 65% of the total population.

7. Joining Cook County's north/south Hispanic populations by the use of a connector is necessary in order to create a majority Hispanic congressional district. In all the plans I developed, in addition to creating a majority Hispanic district, I also made sure that the existing 7th congressional district as well as the 1st and 2nd districts, all had total African-American populations of 65% and above.

8. The configuration for the specific congressional Hispanic districts which I created are as follows:

Eastern Connector Map (Exhibit A)

The first Hispanic congressional district that I developed, (Exhibit A), contained a total Hispanic population of 63%. Although the percentage of Hispanic population could be increased to near 65%, at the request of the Committee, I began to explore other alternative configurations.

Middle Connector Map I (Exhibit B)

The next alternative which I developed involved the use of a middle connector to connect north/south Cook County's Hispanic populations. (Exhibit B). The connector is bounded on the west side by Western Avenue and Damen Avenue on the east side. This configuration has a total Hispanic population of 64.2%. Although the percentage of the Hispanic population for the middle connector district

could be increased to near 65%, at the request of the Latino Committee I began to explore another alternative configuration.

Middle Connector Map II (Exhibit C)

In conjunction with the representatives from the Chicago Urban League, and the African-American plaintiffs named in the Nieves complaint I developed another alternative, the middle connector Hispanic congressional district II. This map contains a Hispanic total population of 64%. The connector boundaries for this configuration are the Chicago River on the east side, and Halsted Street on the west side. The middle eastern connector map was the result of lengthy negotiations among the African-American plaintiffs named in Nieves complaint, the Hispanic plaintiffs, and the Latino Committee.

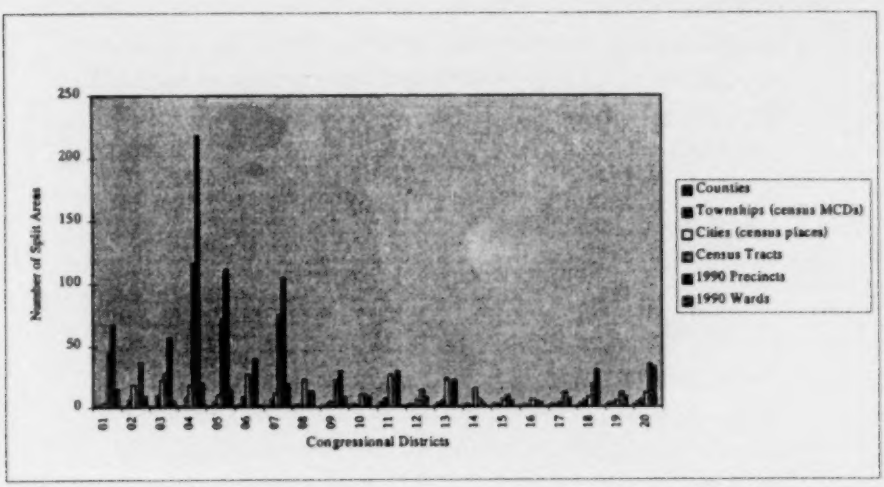
Western Connector Map (The Urban League Map) (Exhibit D)

Subsequently, the Chicago Urban League developed an Hispanic district which joined north/south Cook County's Hispanic population through a connector on the west side. I analyzed this map, and made adjustments in order to increase the percentage of the Hispanic population in the Hispanic district. The Hispanic district in the Urban League's map, as submitted to this Court has a Hispanic population of 63.8%. A similar map was also proposed by the Collins/Hayes plaintiffs.

EXCERPT FROM THE REPORT OF CHRISTOPHER CLEVELAND ON SPLIT POLITICAL SUBDIVISIONS

Split Political Subdivisions

Congressional District	Number of areas that were split					
	Counties	Townships (census MCDs)	Cities (census places)	Census Tracts	1990 Precincts	1990 Wards
01	1	2	4	45	67	15
02	1	6	19	13	36	9
03	1	9	22	28	56	5
04	1	8	18	116	218	20
05	1	4	10	71	111	14
06	2	8	27	24	39	1
07	1	6	11	75	105	19
08	2	2	22	12	13	NA
09	1	3	5	22	29	8
10	2	1	10	10	8	NA
11	4	7	26	23	29	1
12	2	2	6	14	8	NA
13	3	5	23	14	22	NA
14	2	1	15	6	3	NA
15	2	2	6	9	5	NA
16	1	1	6	5	3	NA
17	2	2	3	12	7	NA
18	3	6	8	19	30	NA
19	3	2	5	12	8	NA
20	4	6	12	35	32	NA
Average	1.95	4.15	12.90	28.25	41.45	10.22



PERCENTAGE OF POPULATION IN SPLIT PRECINCTS
PLAINTIFF'S EXHIBIT 53

Split Precinct Statistics (1990 VTDs)

Cong Dist	Total precincts in or split by the district	Split precincts	% of precincts that were split	Population	Population in split portion of district	% of district's population living in split areas
01	717	67	9%	571,530	26758	5%
02	548	36	7%	571,530	16323	3%
03	622	56	9%	571,531	29698	5%
04	423	218	**52%**	571,530	120584	**21%**
05	598	111	19%	571,530	61124	11%
06	442	39	9%	571,530	19432	3%
07	653	105	16%	571,530	50779	9%
08	431	13	3%	571,530	6774	1%
09	565	29	5%	571,530	12134	2%
10	523	8	2%	571,530	3855	1%
11	428	29	7%	571,530	18380	3%
12	399	8	2%	571,530	6177	1%
13	372	22	6%	571,531	10455	2%
14	387	3	1%	571,530	388	0%
15	386	5	1%	571,530	1255	0%
16	385	3	1%	571,530	759	0%
17	363	7	2%	571,530	4446	1%
18	481	30	6%	571,530	12778	2%
19	471	8	2%	571,530	5260	1%
20	424	32	8%	571,530	16518	3%

TESTIMONY OF PLAINTIFF'S WITNESS, MANUEL TORRES

[Direct Examination] [344] Q: And as a campaign activist, you find it difficult to work this kind of election where the boundaries are so jagged, is that it? A: Absolutely right. It's too confusing. The people, the workers, it's too hard to manage a campaign when you don't know exactly where the boundaries are. It's even more difficult when the voters themselves are not aware that they are in those kinds of boundaries.

[Cross-Examination] [349] Q: Now, the 1992 campaign was the first election under the lines of the 4th Congressional District as it currently stands, right? A: Yes. Q: And when you went campaigning, did you advise people that they were in the 4th Congressional District? A: If we knew, we did. If we didn't, it was confusing. A: So you campaigned even though you didn't know what congressional district you were going to be in. A: The problem with the 4th congressional district was that it was so jagged on the edges. In particular, you know, one side of the street was in, or half the precinct was in. The neighbors didn't know — the neighbors didn't even realize if they were in or out. * * * Q: Is it your position that precincts were split in the 4th Congressional District in the 1992 election? A: Yes, there were some split precincts. Q: And you were a precinct captain at the time? A: No. Q: You were just a campaign worker. A: Yes. Q: And you were able to give them information about the congressional district? A: In terms of the issues. Q: Or in terms of whether or not they reside in the congressional district. A: If I had that information, I would give it. I would give it to them if we knew definitely, but it was somewhat confusing. Q: If you knew at the time. A: If I knew at the time.

EXCERPT TEXT OF CROSS EXAMINATION TESTIMONY OF DEFENSE WITNESS JAMES LEWIS

[659] BY MR. MARKHAM:

Q: Would another effect of a connector of this sort be that there would be some precincts in which there would be very few voters? A: There are — well, I don't know — I don't know the rules by which precincts are drawn. They may have to include voters if they are indeed precincts. I don't have information to that effect.

Q: And if there are precincts that have 6 or 10 or 12 people, it would be possible if few enough of them would participate in the election and if they all voted for the same candidate, that they would effectively lose the secrecy of their ballot, would they not? A: I mean that's a hypothetical. I don't know whether that in effect exists. I suppose if there were a precinct with so few people, I suppose that is hypothetically possible. Q: I would like to show you what we have marked as Plaintiff's Exhibit 57. * * *

Q: And I'll represent to you that these are the election results for the 1994 general election in congressional district No. 4. I would like to ask if you would — * * * Q: If you would look at the election results that are reflected with respect to Proviso precinct No. 132 of the November 8, 1994 election, can you tell me whether all the persons who reside in that precinct and are reported in this election result voted for the same candidate in that race? * * * A: If this is indeed all the persons who voted, there is one vote cast, they would have voted for that candidate, that's correct. Q: And if that information is public with respect to who that person is, that person has effectively lost the secrecy of their ballot? If that information is available — A: If that information is public and their name is identified, that would be correct. Q: And similarly, in Stickney precinct No. 40, the election results for that contest reflect that all persons who cast ballots in the Gutierrez-Valtierra race in November 8, 1994, in that precinct voted for the same candidate, did they not? A: According to this, that's correct. Q: And the vote reflects a two to nothing vote? A: Right.

EXCERPT FROM PLAINTIFF'S EXHIBIT 57

General Election, Cook County, Illinois
Tuesday, November 8, 1994

***

Representative in Congress - 4th
07 (Dem) Luis Gutierrez
08 (Rep) Steven Valtierra

***

	07	08
***		
Proviso 132	1	0
***		
Stickney 40	0	2

EXCERPT FROM THE REPORT OF CHRISTOPHER CLEVELAND ON CITIZENSHIP

In *Hastert v. State Board of Elections*, the Federal District Court agreed with both the plaintiffs and the defendants that a congressional district is considered a "safe" seat if the particular minority is constitutes 65% of the population or 60% of the voting age population (VAP). Safe seats are commonly defined in this way.

I examined the fourth congressional district to determine if Hispanics could effectively form a 65% or 60% voting majority. I found that they could not, given that only citizens vote, and that a substantial portion of Hispanics in the City of Chicago are not citizens.

Citizenship in the City of Chicago (VAP)

Citizens*:	1,807,120
Hispanics:	345,307
Hispanic Citizens*:	194,438
Percent of Hispanics who are Citizens:	56.30%

Citizenship in the fourth congressional district:

	Total	Hispanic	Percent Hispanic
Persons	571,530	371,663	65.03%
VAP	383,497	226,974	59.19%
VAP Citizens	270,839	120,850	44.62%

I found that eligible Hispanic voters constitute less than half of the total eligible voters in the fourth congressional district. Hispanics are actually a voting minority in the fourth.

---

* Based on Census Bureau special tabulation. Data is for block groups which do not correspond with city or congressional boundaries. An allocation algorighm was used. Total estimated error is <1%.

Other Districts

I found that several of the other districts that Dr. Lichtman identified as Hispanic-majority are actually Hispanic minority when citizenship is taken into account.

District	Percent Hispanic in the Lichtman Report	Percent VAP Hispanic including citizenship
Circuit Court,6	51%	43%
Circuit Court, 14	51%	33%
Fourth CD	60%	45%
County Commission 7	57%	38%
County Commission 8	57%	48%
12th Ward	66%	44%

Variation in Citizenship Rates

The percentage of Hispanics who are citizens varies widely across the city, from a low of 20-30% in some 12th Ward precincts to 100% in some 1st Ward precincts.

TESTIMONY OF CHRISTOPHER CLEVELAND ON CITIZENSHIP

[160] Q: What percent of the 4th Congressional District is Hispanic? A: Well, based upon total population, its approximately 65 percent. Based upon voting age population, its almost 60 percent, 59 point something percent. Based upon citizenship data, its under 45 percent.

[293] A: 45 percent of the 4th Congressional District is comprised of Hispanic citizens, voting age population citizens. . . . Now, I should add a caveat to that, that . . . actual number is actually considerably lower than that. That was actually an upper balance when I calculated both for various reasons.

. . .

[294] The problem is overreporting of citizenship among Hispanics. There is known problem that the Census Bureau has published on which is that frequently noncitizens, it's a self-reported citizenship rate. Noncitizens over report their citizenship.

[689] Q: I am now going to be referring to Plaintiff's Exhibit Number 56.

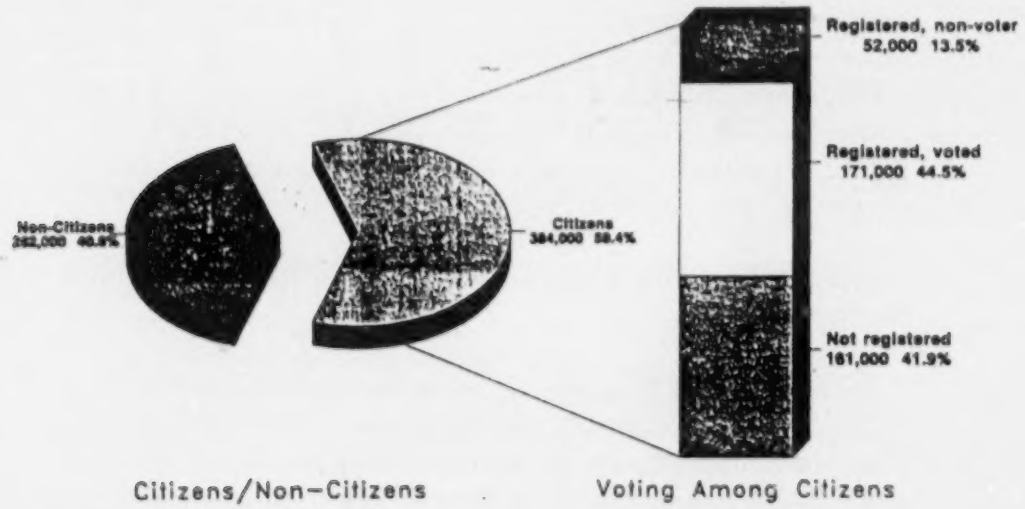
. . .

A: I found that at least with regard to the citizenship calculations or the calculations that I did, our numbers are pretty much in sync. They pretty much line up. These are for 1992 data. I used 1990, but still it is pretty close. Q: An what does this report indicate then? Q: It just talks about the percentage of citizens, amongst other things,

EXCERPT FROM PLAINTIFF'S EXHIBIT 56 - LATINO INSTITUTE INFORMATION ON CITIZENSHIP

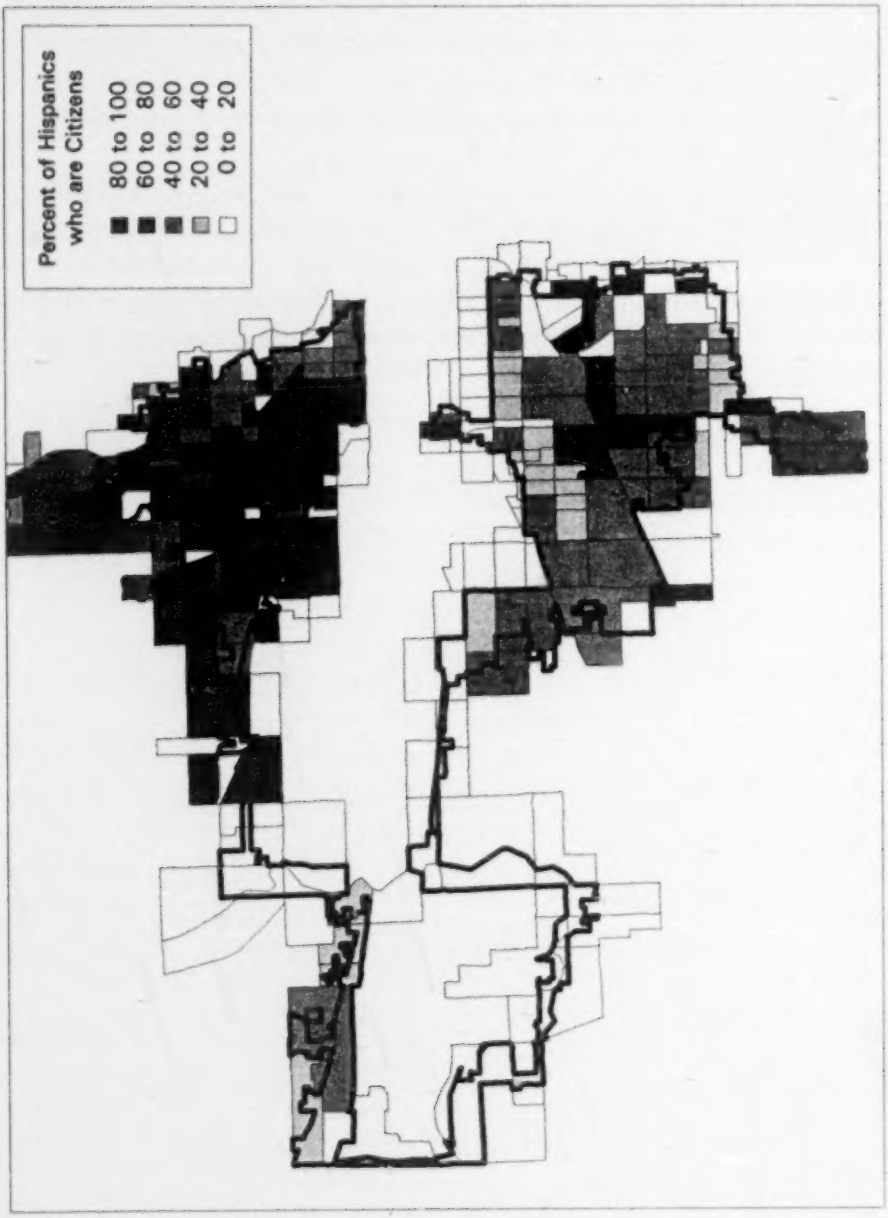
Latino Registration and Voting

Illinois: 1992



Universe: 646,000 Latino Adults
Source: 1992 Current Population Survey; 1990 Census Public Use Microdata Samples
LATINO INSTITUTE RESEARCH, 1994

EXCERPT FROM PLAINTIFF'S EXHIBIT 30, PERCENT OF HISPANICS WHO ARE CITIZENS



EXCERPT FROM DEFENDANT INTERVENORS
EXHIBIT 22, AL FILO, PAGE 10

One of the reasons why the percentage of Latino registered voters is so low is that it is not sufficient to be 18 years old to register, one must also be a U.S. citizen. Thus, although there are substantial numbers of Latinos in Chicago who are at voting age, we estimate that 44 percent of the 1986 Latino population in Chicago 18 years and older are ineligible to participate in the electoral process for lack of U.S. citizenship status.

The ineligible groups are composed of both individuals who currently hold permanent resident visas and also undocumented workers. The number of legal residents is estimated to be very significant among Latinos in Chicago. The Immigration and Naturalization Service (INS) reported 68,665 Hispanic resident aliens in 1980 representing 16 percent of Chicago's Latinos.

EXCERPT FROM DEFENDANT INTERVENORS
EXHIBIT 55, PAGE 102

1994 Metro Report
MCIC Table #24

***

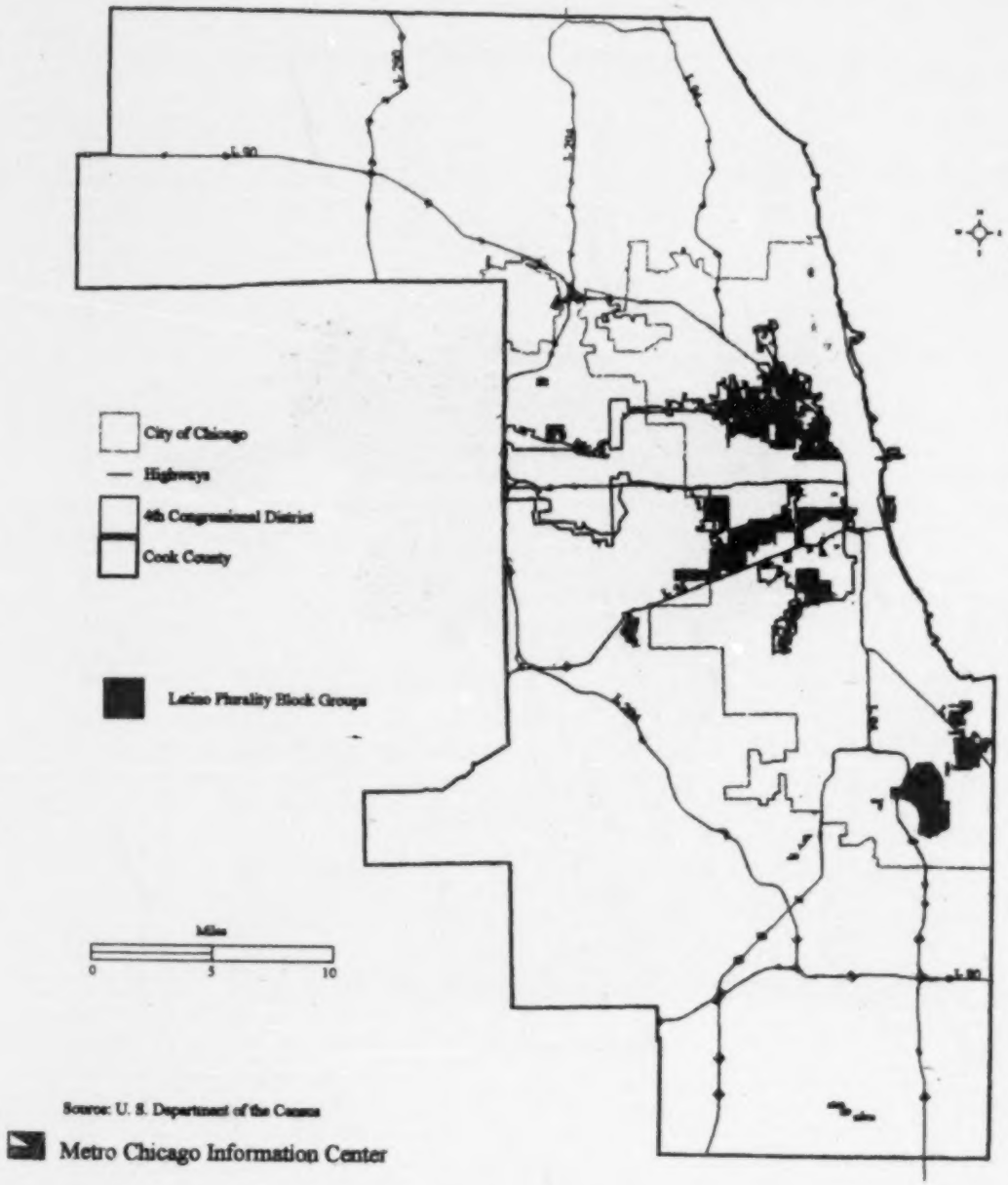
	Race		
U.S. Citizenship	White	Black	Latino
	98%	98%	61%

EXCERPT FROM DR. D. GARTH TAYLOR'S REPORT -
DEFENDANT INTERVENOR
EXHIBIT 6 PAGE 8-9

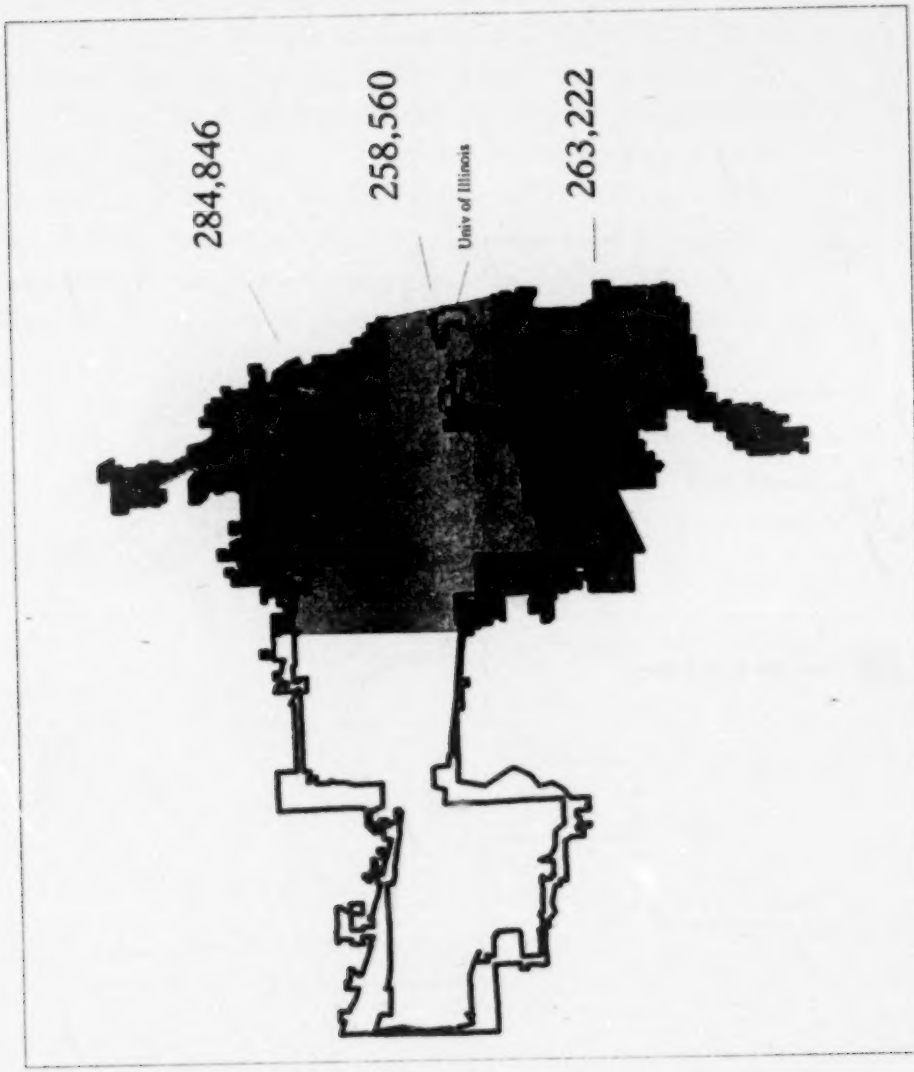
51. According to the 1990 Census, there are 535,315 Latinos living in the city of Chicago, of whom 348,040 are Mexican, and 121,209 are Puerto Rican. According to the U.S. Immigration and Naturalization Service, 87,074 Mexican-Americans in Chicago applied for amnesty as of February, 1992 under the Immigration Reform and Control Act and can be eligible for naturalization after five years. According to the U.S. Immigration and Naturalization Service, the number of Mexican-Americans who have been granted citizenship each year since 1990 is:

	Granted Citizenship
1990	2,112
1991	1,171
1992	1,105
1993	3,491
1994	3,498

EXCERPT FROM DR. D. GARTH TAYLOR'S REPORT -
DEFENDANT INTERVENOR EXHIBIT 6
MAP OF HISPANIC PLURALITY BLOCK GROUPS



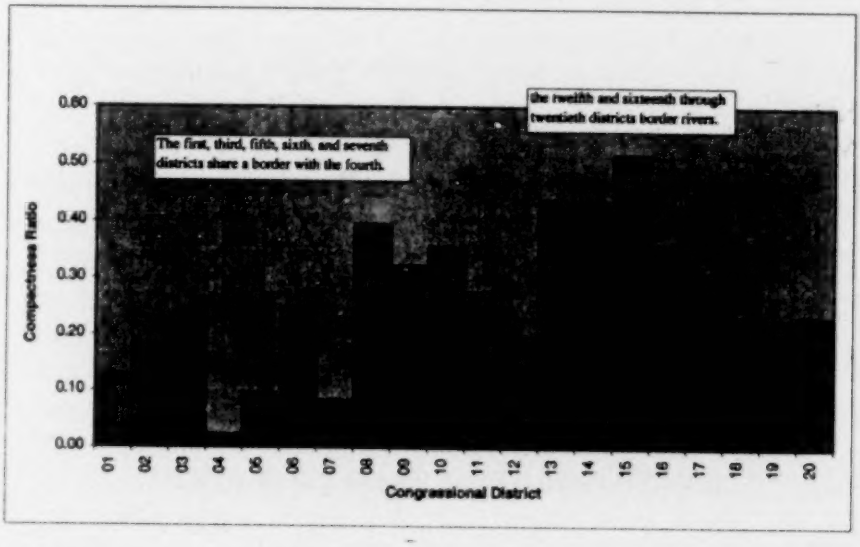
PLAINTIFF'S EXHIBIT 29, MAP OF THE POPULATION BETWEEN THE "ISLANDS" OF HISPANIC POPULATION



EXCERPT FROM THE REPORT OF CHRISTOPHER CLEVELAND ON COMPACTNESS

Compactness of Illinois Congressional Districts
(not adjusted for natural borders)

District	Area (square miles)	Perimeter (miles)	Compactness Ratio
01	56.81	74.61	0.13
02	127.94	92.91	0.19
03	127.54	81.50	0.24
04	39.76	151.31	0.02
05	52.77	85.15	0.10
06	184.87	97.49	0.24
07	51.50	87.63	0.08
08	453.71	120.13	0.40
09	53.76	45.82	0.32
10	246.09	93.37	0.35
11	2629.04	346.44	0.28
12	3610.57	480.70	0.20
13	410.42	108.48	0.44
14	2460.13	266.58	0.44
15	7510.38	427.26	0.52
16	3128.14	330.36	0.36
17	8459.31	624.44	0.27
18	6259.96	505.37	0.31
19	10840.51	818.87	0.20
20	9591.81	715.31	0.24
Average	2814.75	277.59	0.27



IN THE UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ILLINOIS
EASTERN DIVISION

JAMES R. KING,	)	
	)	
Plaintiff,	)	
	)	
v.	)	95 C 827
	)	
STATE BOARD OF ELECTIONS, DAVID E. MURRAY, LAWRENCE E. JOHNSON, HANNELORE HUISMAN, JUDITH JONES, LANGDON D. NEAL, THERESA M. PETRONE, and WANDA REDNOUR,	)	
	)	
Defendants,	)	
	)	
and	)	
	)	Hon. Michael S. Kanne
UNITED STATES OF AMERICA, BOBBY RUSH, TIMUEL BLACK, AL JOHNSON, ELVIRA CARRIZALES, NEOMI HERNANDEZ, and THE CHICAGO URBAN LEAGUE,	)	Hon. Charles R. Norgle, Sr.
	)	Hon. David H. Coar
	)	
Defendant Intervenors.	)	

ADDITIONAL TRIAL BRIEF OF PLAINTIFF

This court requested that the Plaintiff respond to the arguments of the Democratic National Committee and Department of Justice (hereinafter referred to as "Defendants") on the issues regarding the standing of the Plaintiff to challenge the previous court-ordered plan in the case of Hastert et al. v. State Board of Elections; and

consequently, what changes, if any would result upon the Plaintiffs proof, and more particularly, how the Defendants would be permitted to frame their proof.

I. DEFENDANTS' ARGUMENT THAT PLAINTIFF IS SEEKING TO MODIFY A PREVIOUS COURT ORDER IS UNFOUNDED.

Defendant-Intervenors assert that "the plaintiff is seeking to modify the Hastert order, and should not be allowed to relitigate the findings of the Hastert court and question the admissibility of the Hastert evidence . . ." and that somehow this works as a "procedural sleight of hand." Defendant-Intervenor's Brief, pp. 20. By making this argument, the Defendant-Intervenors are asserting that this Court make the unfounded presumption that the Plaintiff has standing to modify the order in the first place.

The Plaintiff has no standing to modify the Hastert order under Federal Rule 60(b). As the Plaintiff addressed in his Response to the State Board of Elections Motion to Dismiss, the Plaintiff cannot, even if he so desired, seek to modify the order in Hastert. Federal Rule 60(b) says in plain lanuage that only parties or their privies may seek such relief. Rule 60(b) begins by saying: "On motion and upon such terms as are just, the court may relieve a party or a party's legal representative from a final judgment, order, or proceeding . . . ." Id. (emphasis added). This concept is confirmed by the case law.

In National Acceptance Company of America, Inc. v. Frigidmeats, Inc., 627 F.2d 764 (7th Cir. 1980) where a creditor, not a party to the proceedings, sought relief under Rule 60(b) to vacate a turnover order of a Bankruptcy court, the Seventh Circuit said that denial of the relief was appropriate because "[i]t is well settled that . . . `one who was not a party lacks standing to make [a 60(b)] motion." Id. at 766 (brackets in original). See, also, U.S. v. West Willow Apartments, Inc., 245 F.Supp. 755 (D.C.Mich. 1965), and 11 Wright, Miller & Kane °2865 (1995) (with the exception of a privity of a party, one who was not a party lacks standing to make the motion under Rule 60).

Defendants do not cite any authority for Plaintiff having standing to assert his claim in the Hastert litigation; they seek to assert a remedy which the Plaintiff cannot exercise. Department of Justice cites Donohoe v. Consolidated Operating & Production, 30 F.3d

907 (7th Cir. 1994) as relevant. In that case, however, the court discussed the "law of the case" doctrine, which is without applicability here. Id. at 910. A trial court applying the "law of the case" doctrine will treat a determination of law, once made, as correct "throughout all subsequent proceedings except when the issue is raised in a higher court." Law Dictionary, Barrons, 1984.

Department of Justice is apparently asserting that the "law of the case" of Hastert applies to the instant case. This assertion presumes first, however, that the Hastert action and the instant case are the same matter which, even as matters stand now, they are not. And, second, this assertion also presumes that the Plaintiff James King was a party to Hastert, which he was not.

II. PLAINTIFF, JAMES R. KING, AT ALL TIMES AFTER THE ORDER ENTERED IN HASTERT ET AL. V. STATE BOARD OF ELECTIONS, WAS PERMITTED TO FILE HIS OWN ACTION.

Plaintiff James R. King's lack of standing to modify the order in Hastert, in turn, does not preclude him from filing a separate and distinct action. The Supreme Court's opinion in Martin v. Wilks, 409 U.S. 753, 109 S.Ct. 2180 (1989) is on point. In Martin, a group of black individuals filed suit against the City of Birmingham, Alabama and county board for racially discriminatory hiring and promotion practices; eventually a consent decree was entered which set forth a remedial scheme. Id. at 2183. Subsequently, a group of white firefighters, brought suit separately against the City and county board for making race-conscious employment decisions; the black individuals in the prior case were granted leave to intervene in that case. Id. Each of these were different titled suits. Id. The District Court entered a motion to dismiss, concluding that

> if in fact the City was required to [make promotions of blacks] by the consent decree, then they would not be guilty of [illegal] racial discrimination' and that the defendants had 'establish[ed] that the promotions of the black individuals . . . were in fact required by the terms of the consent decree.'

Id. at 2184.

The Eleventh Circuit reversed saying "[b]ecause . . . [the Wilks respondents] were neither parties nor privies to the consent decrees, . . . their independent claims of unlawful discrimination are not precluded." Id. The Supreme Court affirmed saying

> All agree that "[i]t is a principle of general application in Anglo-American jurisprudence that one is not bound by a judgment in personam in a litigation in which he is not designated as a party or to which he has not been made a party by service of process." . . . This rule is part of our "deep-rooted historic tradition that everyone should have his own day in court." 18 C. Wright, A. Miller, & E. Cooper, Federal Practice and Procedure °4449 p.417 (1981).... A judgment or decree among parties to a lawsuit resolves issues among them, but it does not conclude the rights of strangers to those proceedings.

Id. at 2184.

In the instant case, a prior order was entered in Hastert regarding the configuration of the Illinois Congressional plan, to which there was an agreement respecting the part of the plan which the Plaintiff in the instant case is challenging, namely the Fourth Congressional District. The Plaintiff, James King, filed an independent and separate action apart from Hastert over three (3) years later challenging that plan on both grounds that were covered by the Hastert court, in addition to the Constitutional grounds.

The Defendants are asserting that this Court, like the district court in Martin, in effect, make the same determination with respect to the order entered in Hastert: 1) hold that it is unassailable, and 2), that the Plaintiff is bound by that order. In the instant case the Plaintiff did in fact properly follow the rules of procedure by filing an independent and separate action, to which he is fully entitled according to the Court in Martin. See, also, U.S. v. City of Chicago, 978 F.2d 325 (7th Cir. 1992) ("In general, a judgment or decree among parties to a lawsuit does not bind a third party who has not been made a party to the litigation."); Cf., Dunn v. Carey, 808 F.2d 555 (7th Cir. 1986)("parties who choose to resolve litigation through through settlement may not dispose of the claims of a third party . . . without that party's agreement.")

Further, like the Defendants in the instant case, the Petitioners in Martin contended that "the possibility for inconsistent judgments exists". Id. at 2187. The Court rejected this saying that acceptance of this argument "would require a rewriting rather than an interpretation of the relevant Rules.... [W]e are not persuaded that [its] acceptance would lead to a more satisfactory method of handling

cases like these." Id.

It is also important to note that the petitioners in Martin, like the Defendants in the instant case, asserted that "because respondents failed to timely intervene in the initial proceedings, their current challenge to actions taken under the consent decree constitutes an impermissible 'collateral attack.'" Id. The Supreme Court rejected this argument, quoting Justice Brandies in Chase National Bank v. Norwalk, 291 U.S. 431, 54 S.Ct. 475 (1934):

> The law does not impose upon any person absolutely entitled to a hearing the burden of voluntary intervention in a suit to which he is a stranger . . . . Unless duly summoned to appear in a legal proceeding, a person not a privy may rest assured that a judgment recovered therein will not affect his legal rights. Id. at 441, 54 S.Ct., at 479.

Id. at 2185. The arguments of Defendants should be rejected on the same grounds. It would have been feasible for the Plaintiff to file, but at the same time, the Plaintiff likely would have been bound by stare decisis, at least until the Supreme Court rendered its decision in Shaw v. Reno in 1993. See 18 Wright, Miller, & Cooper °4449 (1981).

III. IF PLAINTIFF IS NOT BOUND BY THE PRIOR ORDER ENTERED IN HASTERT, PLAINTIFF IS ENTITLED TO CHALLENGE ANY LEGAL OR FACTUAL DETERMINATION, SUBJECT TO STARE DECISIS IN A LIMITED WAY.

The Plaintiff, James R. King, would be bound by a factual finding in Hastert only if this court finds that there was collateral estoppel, or issue preclusion.

Collateral estoppel will prevent the relitigation of an issue only when four prerequisites are met. First the party against whom the collateral estoppel is asserted must have been fully represented in the prior litigation. Second the precluded issue must be identical to the issue involved in the prior litigation. Third, the issue must have been actually litigated and decided on the merits. Finally resolution of the issue must have been necessary to the court's judgment. Prymer v. Ogden, 29 F.3d 1208 (7th Cir. 1994). Without even addressing all the prerequisites, it is sufficient for Plaintiff to assert, as Plaintiff has elsewhere, that he was not a party to the Hastert litigation.

In Holloway v. Lockhart, 813 F.2d 874 (8th Cir. 1987), a prison

inmate filed suit under °1983 alleging use of tear gas in an incident that resulted in unconstitutional injury. Id. at 875. A prior lawsuit covering the same use of tear gas, Woods v. Norris, ruled that its use was reasonable and necessary. Id. at 877. The District court granted summary judgment on behalf of the Defendants, reasoning that the findings of fact in Woods resolved any identical fact questions. Holloway at 878. As in the instant case, the Defendants are asserting that the Plaintiff is bound by the prior court order in Hastert and its findings on the issues therein. The Eighth Circuit rejected the district court's analyis saying that the plaintiff cannot be collaterally estopped by virtue of a determination in another case in which he was neither a party nor in privity with another party. Applying collateral estoppel against him here would abrogate the fundamental requirement of due process: [plaintiff's] claim would have been adjudicated in Woods without his having had an opportunity to be heard. . . . The findings in Woods cannot preclude Holloway from litigating the same issues in this case. Holloway at 878 (citations omitted). See, also Bissonette v. Haig, 776 F.2d 1384 (8th Cir. 1985) (where prior criminal case determined that there was no violation of Posse Comitatus Act, Plaintiffs were entitled to relitigate issue surrounding violation of Act where no Plaintiffs were parties to the prior criminal case); and Gilbert v. Ben-Asher, 900 F.2d 1407 (9th Cir. 1990) ("As a general matter, only persons who were parties to the prior action may be bound by the findings and conclusions of that action" (emphasis added)); and 18 Wright, Miller, & Cooper °4449 (1981) ("The rule that nonparties cannot be bound by a judgment ordinarily means that the judgment is not even admissible as evidence of the facts found. At the same time, the judgment carries the ordinary precedential weight of stare decisis.") Likewise this court has no authority to bind the Plaintiff to the findings made in the Hastert litigation, except to the extent that stare decisis applies.

Even in light of stare decisis, however, Plaintiff's should be given the opportunity to furnish new information regarding the findings that the Hastert court made to which the Defendants would assert that stare decisis applies to certain findings. See, Bissonette v. Haig, 776 F.2d 1384 (8th Cir. 1985) ("[our previous decision] does, however, stand as a binding precedent in this Circuit on the interpretation of the Act"). In the instant case, the Plaintiff submits that the law on the understanding of °2 of the Voting Rights Act has

substantially changed, to which the stare decisis of this court on that issue is no longer applicable.

In respect to the other findings of the Hastert court, for example, on past discrimination against Hispanics, the applicability of stare decisis does not preclude the Plaintiff from having his day in court, wherein the Defendants must make their showing. There must be a certain limit to which a court can exercise judicial notice of facts, which cannot be to the detriment of a litigating party. "Judicial notice is permitted of facts that are generally known within the territory of the court's jurisidiction or are capable of accurate and ready determination from a source whose accuracy is beyond a reasonable doubt." Fed.R.Evid. 201(b). The court in Holloway said

> [t]he fact that the judge made that finding in Woods [that the use of tear gas was reasonable and necessary] is a judicially noticeable fact; but that fact is irrelevant in this case, unless it is used as a predicate for the application of collateral estoppel, which is inappropriate. . . . Whether the gassing was reasonable and necessary can be determined only by evaluating the testimony and credibility of various witnesses; this is not the kind of fact contemplated by Rule 201.

Holloway at 879.

For these reasons the arguments of the Defendants should be rejected, and the Plaintiff given his day in court.

James C. Ten Broeck, Jr. /s/ _

ATTORNEY FOR PLAINTIFF

James C. Ten Broeck, Jr.
725 N. Throop, #2
Chicago, Illinois 60622
(312) 850-0011

EXCERPT AFFIDAVIT TESTIMONY OF ROBERT J. SAWICKI

1. My name is Robert J. Sawicki. I am Assistant Executive Director of the Chicago Board of Elections Commissioners. I have been employed by the Chicago Board of Election Commissioners (hereinafter "CBEC") for twenty-three years, eleven months, and have served in the capacity of Assistant Executive Director for fifteen (15) years and five (5) months.

2. As Assistant Executive Director, my general responsibilities include assisting the Executive Director of the Chicago Board of Elections Commissioners in the operations of voter registration and election activities. The CBEC has the statutory authority to change precinct lines after redistricting and between elections when it deems it practicable.

3. The Districts and Boundaries Department is the department of the CBEC in charge of recommending changes to precinct boundaries to the CBEC and implementing those changes when approved by the CBEC. The department assesses the fluctuation of registered voters and maintains information regarding the number of registered voters in each precinct within the City of Chicago.

* * *

4. The Illinois Election Code provides that the CBEC should create precincts whenever practicable with 400 actual voters. If the number of registered voters in a precinct increases to 800, or if the number of actual voters in the previous election is over 600, the CBEC must realign the precinct boundaries so that the number of registered voters is maintained at or near 600. 10/ILCS 5/11-3.

5. The average number of registered voters per precinct in the city of Chicago is approximately 525 to 550.

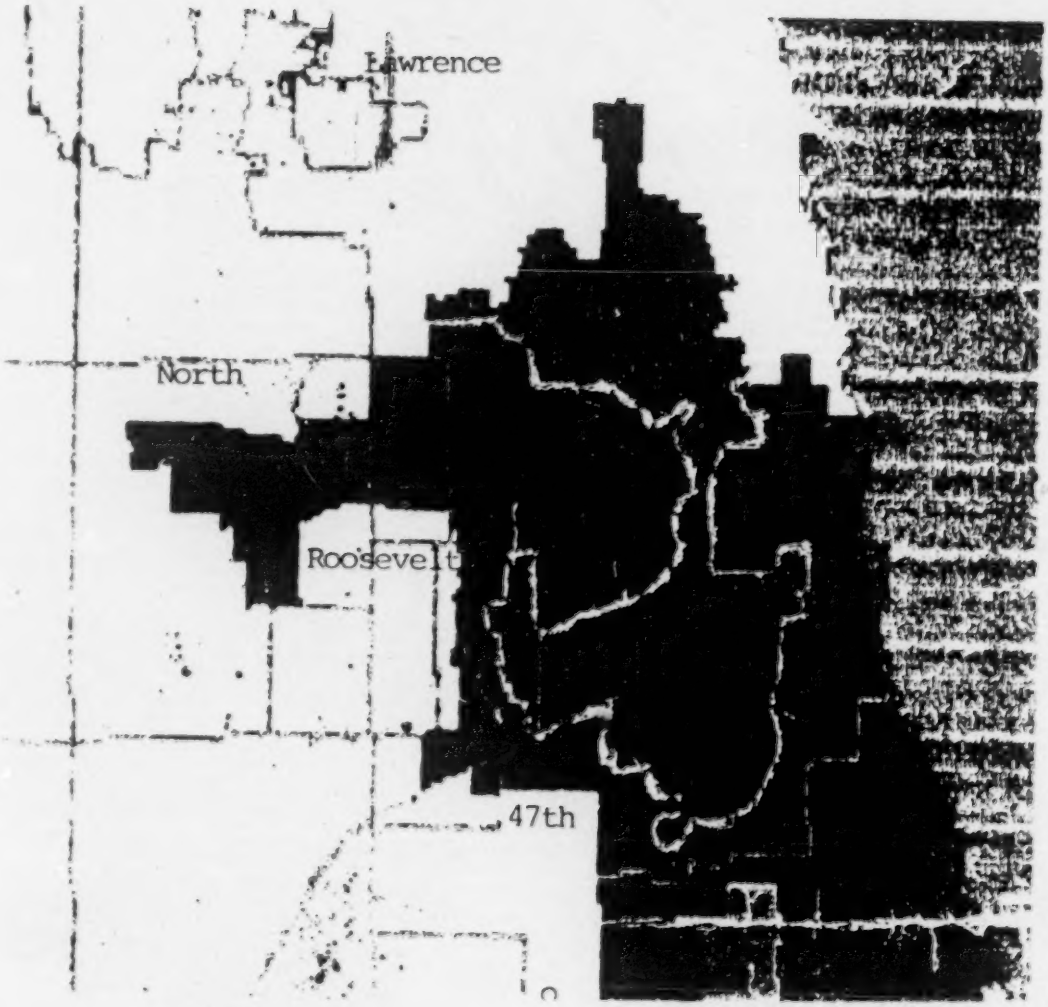
6. In drawing precinct boundaries, the CBEC tries to follow district lines. The Districts and Boundaries Department tries to avoid the creation of unnecessary multi-district precincts. Multi-district precincts are precincts whose boundaries cross more than one political subdivision. For example, a precinct whose boundaries crosses congressional, state legislative or judicial subcircuit boundaries. However, there is no statutory prohibition of such precincts. Since 1992, the CBEC has assigned two (2) extra poll judges in each multi-precinct.

* * *

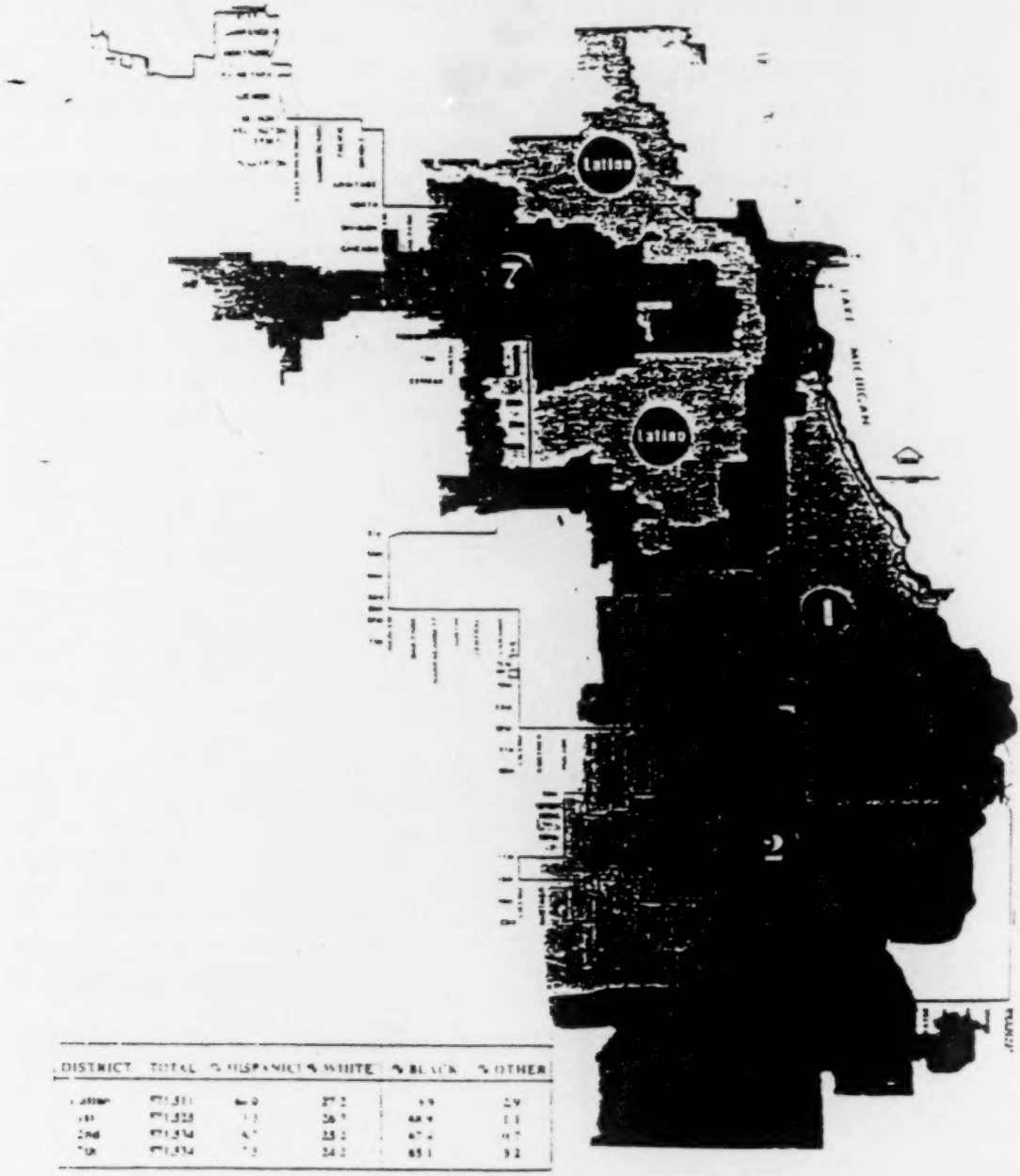
9. * * * Although the congressional and state legislative district lines were changed in 1991 for the 1992 elections, the CBEC was not able to realign the precincts in the City of Chicago for the 1992 primary elections because the CBEC received the information on the new district lines very shortly before the elections.

10. For the March 1992 primary elections, the CBEC used the existing precincts, despite the congressional, state representative and senate, and judicial subcircuit lines that had been newly created, due to time constraints. At that time, there were approximately 400-450 multi-district precincts. In the summer of 1992, the CBEC undertook to realign the precincts to the new district boundaries. Since the new district boundaries for the state senate, state representative, and congressional districts, judicial subcircuits and aldermanic wards were implemented, the number of multi-district precincts has been reduced to approximately 100. * * *

"MIDDLE CONNECTOR" MAP I, ATTACHMENT TO AFFIDAVIT OF ORESTES AGUILLON

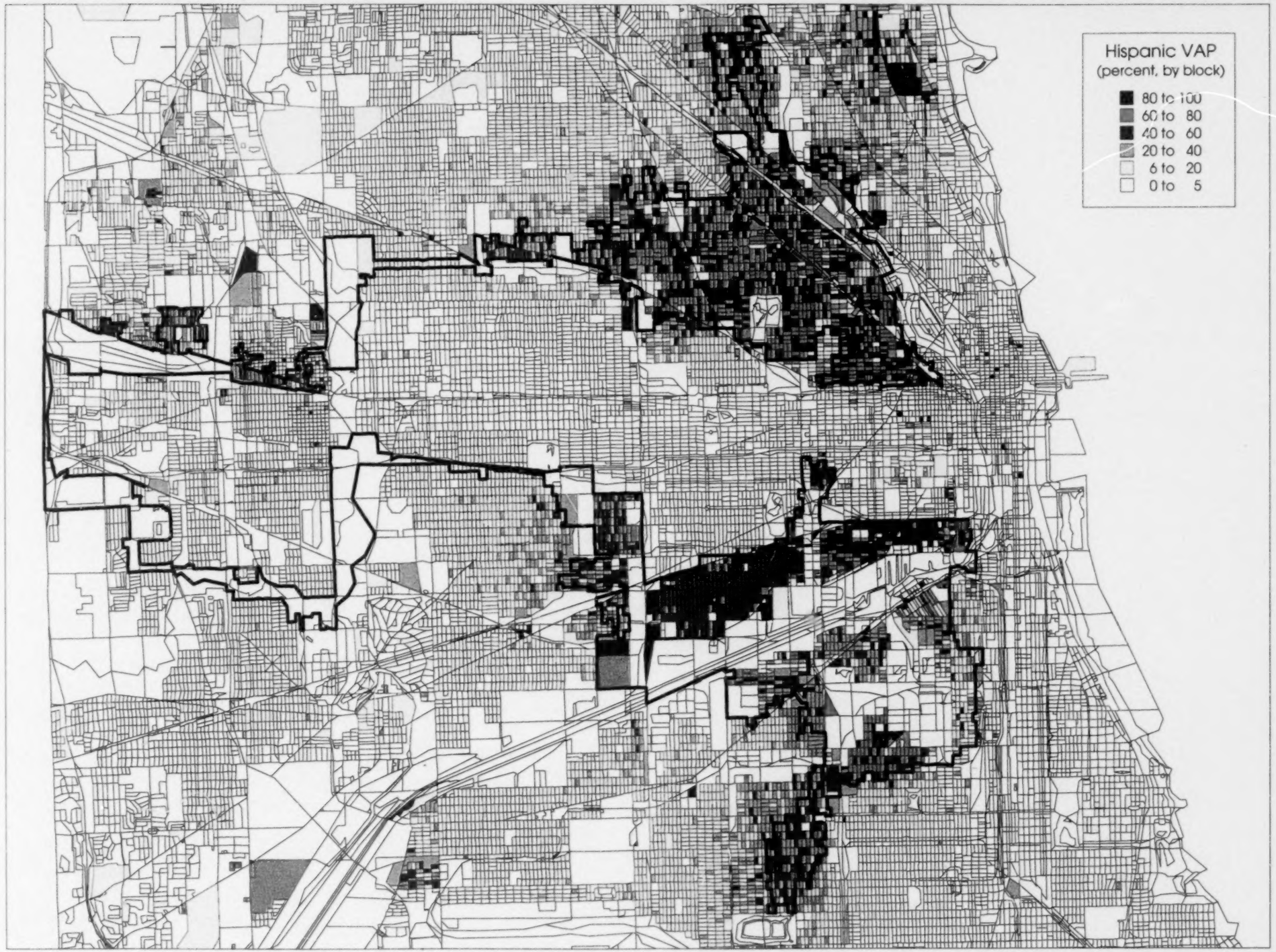


"MIDDLE CONNECTOR" MAP II, ATTACHMENT TO
AFFIDAVIT OF ORESTES AGUILLON



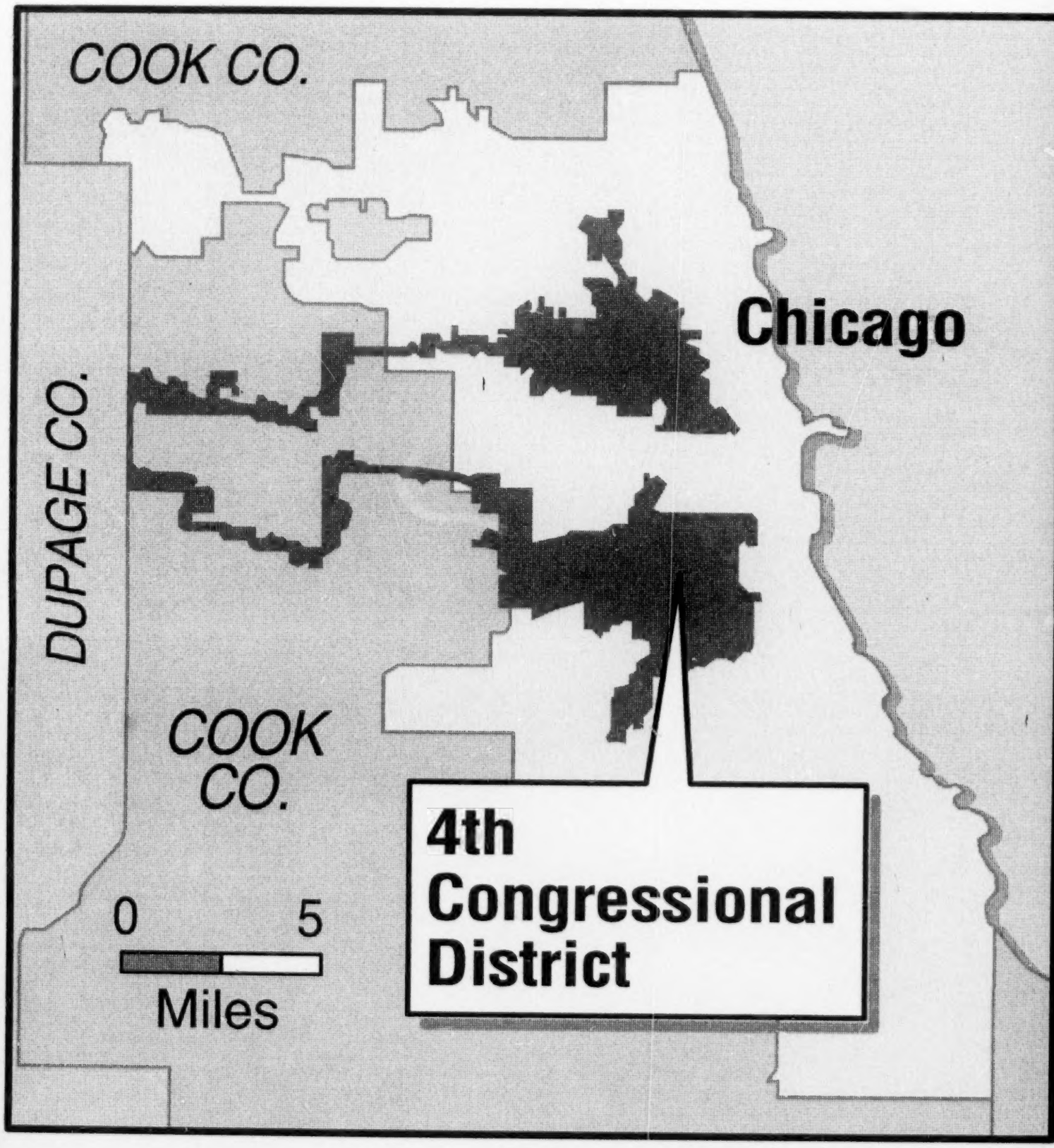
DISTRICT	TOTAL	% HISPANIC	% WHITE	% BLACK	% OTHER
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

BEST AVAILABLE COPY



Plaintiff's Exhibit 25

Hispanic VAP by Census Block/District 4 Overlay


COOK CO.
Chicago
DUPAGE CO.
COOK
CO.
0
5
Miles
4th
Congressional
District